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ABSTRACT

The Urban Demonstration Projects (UDP) combined rehabilitative, preventive, and developmental services in a coordinated school and community effort to test the impact of a maximal educational program for disadvantaged students in Ohio's urban schools. This report, which was prepared by staff members from the various projects throughout the State, includes an introductory description of UDP projects and implementation strategies undertaken in Akron, Cincinnati, Cleveland, and Toledo. Eight areas, defined by staff as critical to the improvement of urban schools, are discussed: (1) policymaking and decentralized decisionmaking practices in an urban school system (theory and practice); (2) planning, development, and evaluation; (3) curriculum and instruction; (4) learning environment; (5) noninstructional services for students; (6) personnel and staff development; (7) community and public relations; and (8) business and finance. (GC)

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SUCCESS IN THE URBAN SETTING:

OHIO'S URBAN DEMONSTRATION PROJECTS

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Special thanks is extended to the following Urban Demonstration Project personnel:

Akron Public Schools	Mrs. Ann L. Gates
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Hazel P. Flowers, Director
Division of Equal
Educational Opportunities

PREFACE

This document represents the combined wisdom of a group of educators with well over 100 years of successful experience in the area of urban education. We have attempted to share our larger experiences through the current work product of the Urban Demonstration Project.

As this task was conceptualized, it was judged that a broader approach to the problem would provide more assistance than a cookbook recitation of specific programs developed within the individual projects. The whole is always greater than the sum of its parts and to simply supply ideas for parts ignores the essence of successful urban education.

A premise was developed that asked what issues would demand special attention in order to meet the unique needs of the urban school and its population. The directors of the projects and appropriate division staff debated the question and arrived at the nine chapter headings. It was determined that some traditional and nontraditional efforts were needed within those identified areas. The various UDP projects had, in almost every instance, developed programs contributing to the improvement of the identified areas.

Each UDP project was assigned the task of developing an initial draft of two (2) chapters. The first draft of the chapters was developed according to the best conventional wisdom of the group members using their multiple years of experience as a gauge. As the chapters began to take shape, various activities within the UDP projects were included in the refinement of the concepts.

The individual UDP projects are cited as descriptive references in this document. Further description, explanation and detail are available from individual project directors or the Urban Programs Section, Division of Equal Educational Opportunities, Ohio Department of Education.

This document is not presented as a definitive text for the development of an Urban Education Program; rather, it is meant to be a template for measuring the local effort. Successful urban schools understand and meet the needs of those they serve as the needs are defined by the students, parents and community.

These UDP schools are successful. They ascribe to the concept that all children can learn and that schools make a difference in the learning process. These are not exemplary schools with exemplary staffs and exemplary students; rather, hard working schools, staffs and students working with good programs which are producing exemplary outcomes.

Robert W. Evans, Ph.D.
Assistant Superintendent
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Chapter 1

URBAN DEMONSTRATION PROJECTS

OVERVIEW

The impact of many variables upon Ohio's urban centers has caused the traditional systems of educating children to seem outmoded, remote, complex and, at times, ineffective in meeting the needs of urban students. Problems confronting urban areas do not emanate from any single origin nor have they taken a predetermined course. Solutions have been multiple and complex.

Being aware of these problems, the Ohio General Assembly determined that the service delivery system to students should be studied objectively and solutions found to make it a smoother and more effective operation. Consequently, Amended Substitute Senate Bill 221, passed by the 112th General Assembly in 1977, established the Urban Education Pilot Projects. Amended Substitute H.B. 694, enacted in 1982, changed the title of Subsidy 516 to Urban Demonstration Projects (UDP) while retaining the major philosophy and thrusts of the original legislative action. The Assembly appropriated $4,000,000 for the FY 1978-1979 biennium to support three (3) projects.

Specific guidelines (3301-99-01 - 3301-99-09) for the projects were established and made available to all interested districts. A review committee was formed to select from the applications those districts which seemed to have the greatest potential for success. The three (3) districts initially selected were Cleveland, Akron, and Cincinnati. In 1979, Toledo submitted a proposal to participate in the projects which was approved.

PURPOSE

The purpose of the Urban Demonstration Projects (UDP) was to combine rehabilitative, preventive, and developmental services in a coordinated and systematic school and community effort to test the impact of a maximal educational program for disadvantaged students. Specifically, UDP proposed the following:

1. To reverse the pattern of failure, replacing it with purposeful and successful experiences for students.
2. To alleviate social, health and other personal problems that impede the student's capacity to succeed in school, at work or in the community.
3. To bring all students to the highest possible level of mastery in verbal and computation skills.
4. To expand the intellectual capacities and attitudes of the students.
5. To facilitate the use of the school as an institution that provides students a wide range of educational and vocational choices.

UDP IMPLEMENTATION STRATEGIES

Akron

Principals, directors, curriculum specialists, teaching staffs of the nine (9) Buchtel Cluster schools, PTA members and community leaders contributed to the writing of the program proposal. Guiding their efforts were Mr. Conrad C. Ott, superintendent of schools, and Dr. James Ervin, assistant superintendent in charge of curriculum and instruction.

The Akron school district hoped to demonstrate that the coordination of funds and efforts could enhance academic achievement and accordingly developed the following goals:

1. To strengthen the curricula in all Buchtel Cluster schools.
2. To supplement the curricular offerings in all Buchtel Cluster schools in order to provide positive affects upon student behavior.
3. To improve student attitudes with regard to the Buchtel Cluster schools.
4. To improve parental attitudes with regard to the Buchtel Cluster schools.
5. To improve the racial balance at Buchtel High School by attracting students residing in the Buchtel attendance district but attending parochial and private schools.
6. To increase the interaction between students from parochial, private and suburban schools and West, Perkins and Buchtel secondary school students.
7. To increase the involvement of the University of Akron and Akron civic, political and business organizations in the education of Buchtel Cluster students.

Each elementary school program revolved around a theme which was inspired by the unique resources in each school. Basic skills as well as enrichment activities, instrumental music instruction, drama and art were included. Buchtel University High School offered a two-pronged program encompassing development of fundamental academic skills and education for careers. In all, seventy (70) courses were identified and staffed in January 1978 in the nine (9) schools.

Courses were available to students in all the greater Akron area schools. Classes began March 6, 1978 and 1,219 students enrolled. Forty-seven (47) students attended from schools other than Akron Public Schools. Most class sessions were scheduled for ten (10) weeks while some continued to the end of the school year. The "capstone" of the first quarter of the program was the involvement of the University of Akron.

Another important aspect of the Akron Urban Demonstration Project centered on the summer school at Buchtel High School. Five hundred fifty (550) students came together on their own from thirty-four (34) suburban, private and parochial schools and the nine (9) secondary schools of the Akron Public Schools. One student came from as far away as London, England (Marymount International School). The students' social, economic and educational backgrounds differed, as did their future goals and aspirations. Most students were attracted by the free tuition and outstanding curriculum. About one-fourth (1/4) needed an extra credit and nearly the same proportion said they "wanted to meet other students."

Forty (40) courses for credit made up the curriculum in the secondary schools. The teaching staff was selected from ten (10) of Akron's secondary schools. They offered challenges and provided positive learning experiences to college-bound students every day for six (6) weeks. Four (4) Buchtel students attended classes at the University of Akron and one (1) student, with financial assistance from the Buchtel Urban Demonstration Project, studied ecology at Hiram University.

When summer school ended, students said they most enjoyed meeting other students from the greater Akron area. More than half of the students said they liked the teachers best and had been "turned on" to the subject. Better than ninety percent (90%) of the students said they would recommend the summer school to others.

Twenty-four (24) students enrolled at Concordia Villages in Minnesota through the UDP where they were immersed for two (2) weeks in the language and culture of the village they selected.

Following summer school at Buchtel, an inservice workshop was held for the seven (7) new staff members in the seven (7) career clusters added to the curriculum at Buchtel University High School. The career clusters were as follows:

1. Broadcast Communications
2. Business, Commerce, Finance & Marketing
3. Environmental Sciences
4. Law
5. Medicine & Health
6. Performing Arts
7. World Cultures, Languages & Literatures

The Buchtel Urban Demonstration Project Office continued to send information in response to inquiries about programs for the 1978-79 school year at Buchtel University High School. On Sunday, August 20, 1979, the Beacon Magazine devoted five (5) pages to "The New Deal at Old Buchtel."

Elementary and junior high schools in the Buchtel Cluster held pre-fall programs in August. Courses provided a review and reinforcement of reading and math in addition to orientation to junior high school. Instrumental music teachers in the junior high schools held auditions.

Other courses offered included the following:

1. Astronomy
2. Beginning Tennis
3. Creative Art
4. Drama
5. Elementary Zoology, in cooperation with Akron's Children's Zoo
6. Environmental Education
7. Gymnastics
8. Photography
9. Puppetry
10. Reading in the Classics
11. Spanish
12. Young Authors

The Advisory Committee met during the summer to observe the programs in operation in the Buchtel Cluster schools. The project director also met with principals from the six (6) elementary schools, the two (2) junior high schools, and the senior high school to review needs and consider programming for the coming school year. The directors of elementary and secondary education also met with these groups. Orientation for the 1978-79 school year was held in each building and the school year got off to a strong start with the help of the pre-fall "warm-up" programs.

Following an evaluation by students and staff, pre-fall experiences were identified as more effective than summer school in June and July when elementary children were tired of school. The evaluation was made part of the data of the Buchtel Urban Demonstration Project.

Cincinnati

Cincinnati identified the following goals as it began its Urban Demonstration Project in the Hughes High School attendance area:

1. To remediate academic deficiencies of elementary and secondary students in the Hughes area schools.
2. To improve the self-attitudes of students in the Hughes area schools.
3. To reduce disruptive and self-defeating behavior of Hughes area secondary school students.
4. To increase the attendance of students in the Hughes area secondary schools.
5. To reduce the percentage of dropouts among Hughes area secondary school students.
6. To increase the involvement of parents and community in the Hughes area schools.
7. To expand the range of educational and vocational choices open to students through the provision of a comprehensive program of career education and preparation in grades 1-12.
8. To provide the teachers and administrative staff of the Hughes area schools with additional skills and resources needed for:
    A. Improving the academic achievement of their students.

B. Alleviating the personal and social problems of their students.

C. Improving teachers' ability to understand and respond to the special needs of their students.

9. To increase student motivation for academic achievement by providing stimulating and enriching curricular and extra-curricular experiences.

Initially, 156 teachers and 8,130 students in twelve (12) participating schools were enrolled in math and reading programs using the Cincinnati Instructional Management System (CIMS) which provided constant data on pupil growth. At the elementary level, more students were involved in reading programs, while at the secondary level, more students had been pre and posttested for math skills. The abstract of the 1977-1978 annual report indicated clear gains toward the nine stated goals.

To remedy basic skills deficiencies, more than fifty percent (50%) of Hughes area students were enrolled in the CIMS Math and Reading Programs.

The UDP provided twenty-five (25) teachers to the project schools to reduce class size and twenty-seven (27) instructional assistants to aid teachers. Partly as a result of this extra assistance, Metropolitan Achievement Test scores in Hughes area schools showed a four percent (4%) rise in reading and a four and six-tenths (4.6%) rise in mathematics in 1978.

To improve student self-attitudes and to increase student motivation, UDP contributed to the development of recognition and reward programs. UDP also assisted in the development of extracurricular and enrichment programs and contributed to assembly programs involving local and national speakers.

One such speaker was the Reverend Jesse Jackson who stressed academic excellence and self-discipline. Elementary students' perception of self-attitude related School Information System (SIS) items improved by a mean score of four percent (4%) while their perceptions of motivation-related items improved by a mean score of two and one-half percent (2.5%). Secondary students' perceptions of SIS items relating to attitude and motivation declined by a mean score of two and one-half percent (2.5%). However, on the attitude items this decline was less severe than in previous years.

To reduce disruptive and self-defeating conduct, UDP contributed personnel and administrative assistance. Each school formed a safety and discipline committee, and UDP schools redefined their school conduct codes. These nine (9) schools held good citizen award programs and distributed copies of the school rules to parents. UDP contributed to an inservice workshop for secondary teachers on "Coping with Deviant Behavior" in the classroom, and four (4) UDP schools received specialized personnel to develop in-school adjustment classes for students experiencing difficulty adjusting to school. Hughes High School developed a model school discipline program to eliminate hall-walking and to reduce tardiness. As a result of Hughes' program, the average monthly referral rate was reduced by forty-five percent (45%) and the average monthly suspension rate was reduced by fifteen percent (15%).

To increase student attendance, UDP pilot-tested a new role for urban schools - that of the home-school facilitator. Project principals have agreed that this was the greatest single contribution of UDP to their schools. With facilitators' assistance, attendance accounting procedures were improved and an attendance competition program was pilot-tested in the fourth quarter. Attendance in Hughes area schools increased by three percent (3%).

To reduce the dropout percentage, UDP promoted orientation programs for students at the two crucial transition periods when most dropouts occur - - between elementary and junior high school and between junior high school and senior high school. Hughes High School became a center for the Youth Incentive Entitlement Project which sought to reduce dropout percentages by providing employment contingent upon improved school attendance. The school adjustment classes and speaker series mentioned above also contributed to the dropout prevention effort.

To increase the involvement of parents and community in Hughes area schools, UDP and the home-school facilitators formed a UDP minister's group, participated in neighborhood community council meetings, formed a Hughes District Task Force and secured resources from local businesses to use as incentives for school achievement and attendance. Individual schools developed successful parent involvement programs, and survey data gathered from the SIS indicated an ongoing improvement in school-community relations.

To provide career education, UDP contributed to an expanded use of the Ohio Career Information System (OCIS) and assisted in the establishment of model career information centers designed to connect student interests and abilities with existing or potential jobs. Hughes High School became the fourth largest user of the OCIS in the Greater Cincinnati area.

To stimulate staff development, UDP sponsored workshops for home-school facilitators, instruction assistants and instructional leaders. A two (2) week teacher institute involving seventy-four (74) teachers, counselors and administrators from sixteen (16) project schools was held to develop action plans for improving the academic environment of their schools. Thirty-five (35) CIMS workshop sessions for individual schools were conducted, and two workshops involving all project schools were held. Principals and management staff of the UDP schools participated in four (4) national conferences. Statistical evidence indicated the success of UDP inservices activities, but SIS survey data revealed only small changes in staff perception of teaching conditions and performance.

In conclusion, unmistakable and noteworthy progress was made in student achievement, attitudes, conduct and motivation. This initial progress formed an ambitious program in the Hughes area schools.

Cleveland

Cleveland's primary goal was to establish a comprehensive management system capable of making recommendations for combining, coordinating, expanding or modifying all federal and state programs into a systematic school and community effort. To achieve maximum impact from all the educational programs, eligible students and adults in the Lincoln-West attendance area were targeted. In addition to the primary goal, the schools in the Cleveland project established the following goals:

1. To improve communication skills (reading, listening, speaking and writing).
2. To reduce truancy, chronic absenteeism and class cutting.
3. To improve computation skills.

The thrust of Cleveland's project in its initial stages was piloted toward techniques and strategies that teachers could use in addressing the goals put forth by the district's program. These techniques and resources were spelled out in manuals prepared by the UDP staff and in time, were adopted outside of the Lincoln-West attendance area.

Within the project, needs of students in the Lincoln-West attendance area were clarified, unmet needs were identified and resources which could satisfy the area's needs were utilized.

Cleveland's primary intent was to analyze objectively what service programs existed and to adopt additional programs to meet the needs of students in the Lincoln-West attendance area. Emphasis was placed on developing and maintaining an effective communications system among the various programs and fiscal policies in all of the individual programs which comprise the total Lincoln-West educational service package. As the project developed over the years, the Lincoln-West attendance area became the Lincoln-West-Glenville attendance area so that the needs of the Glenville area students could also be addressed by the project.

Toledo

Toledo Public Schools initiated an Urban Demonstration Project in 1979 which sought to develop a model for thorough and efficient education in an urban setting. Toledo stated that the major problems facing the Toledo Public Schools were the following:

1. School finance.
2. The governance structure of the public school system.
3. Equality of educational opportunities.

4. Curriculum revision.
5. Improved teaching performance.
6. More effective leadership and management.
7. The need for fostering public confidence in urban education programs and services.
8. The need for improved student discipline.

Initially, the Urban Demonstration Project in Toledo divided its activities into a two (2) year cycle. First year activities were restricted primarily to development and pilot-testing activities. The second year activities fell into the category of implementation and evaluation.

Activities instituted by the Toledo Public Schools centered on a total restructuring of the system with the hope that such restructuring would allow every student to receive the benefits of an efficiently run district. The Toledo method of implementing its Urban Demonstration Project focused on the entire district rather than in an attendance area as was the case of Akron, Cleveland and Cincinnati.

In the chapters which follow, the reader will obtain a body of vital information necessary to the successful implementation of a school improvement program designed to be preventive, developmental and remedial. Further information regarding UDP may be obtained by contacting the Division of Equal Educational Opportunities in the Ohio Department of Education or the Urban Demonstration Project Offices of the four (4) urban centers discussed in this publication.

Chapter 2

POLICYMAKING AND DECENTRALIZED DECISION-MAKING PRACTICES IN AN URBAN SCHOOL SYSTEM

INTRODUCTION

The urban educator of the 1980's has been confronted with an unprecedented number of problems (e.g., struggle for federal/state dollars, political pressures, declining enrollments, unresponsive students, negative public perceptions, demands for efficiency, etc.). As a result of these pressures, the organizational structure of the urban school has never been as closely scrutinized by educators and lay-persons alike as it has been during this decade. The major focus of such attention has been directed at determining how scarce resources can best be utilized to deliver educational services to the students in an efficient and effective manner.

An impressive array of strategies has been evolved in an attempt to resolve the dilemma (e.g., management by objectives, more effective schools research, increased involvement of the community, teacher/administrator retraining, etc.). Most of these strategies, however, have been developed within the context of the traditional organizational structure of the public school. Although these innovations have introduced change in the typical line and staff behavior occurring within the schools, they have not altered school districts' basic decision-making process.

The most comprehensive attempt at introducing fundamental change into the organization of the public school has taken place within numerous urban school districts (75,000 pupils minimum) throughout the country. Specifically, efforts to codify management policy and decentralize the decision-making process have radically changed the manner in which many urban schools are organized and operated. This chapter describes the interrelationship between policy formation and decentralized decision-making. The experiences encountered by the Cleveland School District will provide the reality base upon which such a discussion proceeds.

Theory

Without exception, the ultimate responsibility for every area of school operations resides with a school system's board of education. However, operating authority can be delegated over many areas of school activities. Decentralization means delegating authority from the board directly to each of the major groups of administrative personnel that may exist within a given school system, e.g., central office, cluster/regional offices, building principals. On their own authority, each of these groups can be permitted to make a variety of decisions themselves, without having to pass before the board for endorsement. Successful implementation of any decentralization plan, however, requires that the roles of various administrative units be clarified and codified so that all supervisory personnel have a clear understanding of their own authority and accountability limitations.

To accomplish these ends, a board of education must become a policy-making body. A policy is a guide for discretionary action. Policies are the kinds of statements that a board must adopt to guide the work of the school system's administrative staff. Policies must be constructed so that professionals can freely apply their expertise to their assigned administrative responsibilities. By adopting policymaking management procedures, the board is recognizing that there are many acceptable means of carrying out and fulfilling any given responsibility. The choice of the administrative means is left to the professionals so long as the means chosen, including changes that may be made from time to time, fall within the board's policy guidelines. If administrative groups are not provided with guides for discretionary action to govern their behavior, the school system adopting decentralized management may never be under the effective control of the board. Under this condition, actual daily practice may become inconsistent.

When implementing a decentralized management plan, a board would initially reserve for itself the power to adopt policies governing every area of school operations. Once the board has identified, defined, and formally adopted a comprehensive set of policy statements, it is then necessary to delegate regulation-making authority over each aspect of daily school operations to each administrative group. Regulations are statements that direct the work of administrators. They describe what should be done uniformly by professionals when operating the school system or an individual school. As stated earlier, all regulations, whether written by central office, cluster/regional offices or building principals, without exception, must be written within the boundaries of board policy. In practice, a board would delegate authority to the building principals on particular topics and subtopics that may bypass central office and/or cluster/regional administrators. In this instance, principals would be free to define and administer the topical area as they believed best without districtwide uniformity and without having their decisions countermanded by central office and cluster/regional administrators. The principals' decisions would still have to harmonize with board policy. The same restrictions would apply to each of the other remaining administrative groups. Presented below are examples of policy and regulation statements. These examples demonstrate the essential difference between statements that are intended to guide (policy) and statements that are meant to direct (regulation) administrative actions.

Topic - Guidance

Policy - Group guidance activities shall be provided for all students.

Regulation - All students will participate in a minimum of ten (10) group guidance sessions each semester.

Topic - Extracurricular Activities

Policy - The extracurricular program shall be scheduled to allow for participation by all interested students.

Regulation - A minimum of one period per week (30 to 40 minutes) will be scheduled for extracurricular activities during the school day after all students arrive and before the close of the school day.

Thus far, this chapter has provided the reader with a theoretical discussion of decentralized management.

The Cleveland City School District has attempted to translate this theory into practice. The remaining portion of the chapter will provide a description of how such an attempt was made.

DESCRIPTION OF PRACTICES

Student Assignment

To assure that equal educational opportunities were provided to all students attending Cleveland Public Schools, policies relative to the assignment of students to attendance areas were reviewed and reformulated. The school system was divided into seven (7) subdivisions or clusters of approximately 5,500 to 16,000 students each. Each cluster was placed under the leadership of a director. This action, however, did not decentralize the established decision-making process within the system. Decisions regarding instructional programs, services, personnel and facilities remained a central office supervisory staff prerogative.

By June 1980, the reassignment of students was completed. Upon the recommendation of the Office on School Monitoring and Community Relations (OSMCR), the school system developed a plan for administrative decentralization in order to enhance cluster management and the resulting benefits thereof, e.g., educational programming.

To support this decision, educational writers such as Bresnick and Candoli were cited.[1] Both writers were especially critical of the traditional management structure found operating within most large urban systems - a structure where every function and responsibility was funneled in pyramidal fashion to the superintendent's office. Under this type of management structure, all decisions were found to be made by three (3) or at most four (4) members of the superintendent's cabinet. The span of control, in Bresnick and Candoli's opinion, was too large for a single person or small group of persons to handle. As a consequence, it was believed that student needs received little attention.

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[1] Bresnick, David, "Cyclical Renewal in a Large City School District - Decentralization and the Policy Process," Educational Administration Quarterly, Vol. 10, No. 2, Spring 1974, pp. 19-34.

Candoli, I.C., "The Urban School System," Theory Into Practice, Vol. 15, No. 4, 1976, pp. 243-252.

Decentralization would disperse decision-making authority to ensure that programmatic decisions were being made at the level closest to the student. Under this process, the pryamidal structure would be flattened by broadening decision-making responsibilities and providing realistic reporting relationships. Each school community not only would be given the freedom to define its own educational objectives, it also would be provided with the opportunity to assign strategically, personnel and economic resources to attain those objectives. The central office staff would provide the support system necessary to assist school communities in determining appropriate decisions to be made. Both writers concluded that urban educational systems would not improve dramatically until local schools were given a greater measure of autonomy to solve their unique problems.

Decentralization advocates, however, are not without critics. The move to decentralize urban school systems occurrred primarily in the late 1960's. In a study conducted by Ornstein more than a decade after such school systems had operated under such an organizational structure, a number of negative conclusions were presented regarding the benefits of such experimentations.[2] Initially, Ornstein found that very few of these school systems had conducted evaluations of their new organizational models. In fact, most had not believed there to be a need to pilot test some of the assumptions, goals, or recommendations which prompted their initial decision to decentralize.

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[2] Ornstein, Allan C., "Administrative Decentralization and Community Involvement: Research with Policy Implications," *Viewpoints in Teaching and Learning*, Vol. 56, No. 2, Spring 1980, pp. 82-96.

In the absence of such research, Ornstein concluded that the reasons for decentralization have been found generally to be based upon "a combination of intuition, logic, and polemics from the literature and pressure to do something which suggests reform."[3] Advocates, he contends, usually ignore problems related to administrative decentralization. His findings challenged the efficacy of the basic positions held by many supporters. Advocates, for example, have often stated that decentralization will lead to greater innovation and flexibility. Ornstein discovered evidence suggesting that it may actually promote traditionally conservative and highly dependent systems. Most innovative school systems that he observed were consolidating resources to broaden their scope and range of activities.

Does decentralization eliminate bureaucratic inefficiency and unnecessary costs? Ornstein found that it oftentimes established another layer of bureaucracy which tended to duplicate centralized administrative chores and create higher costs. Also, evidence tended to challenge the assumption that smaller units could be reformed more easily than larger units. Ornstein found that basic reform could only be attained by influencing state or national levels of government. To achieve such an impact, school systems were found to be centralizing their efforts. In defending his findings, Ornstein quoted from a 1972 study prepared by Kenneth Clark, the noted educational commentator. Clark remarked that "decentralization has been a disastrous experience in which the basic issue, teaching children, has been substituted by selfish forces."[4] Included among the forces which Clark contends have contributed to this situation are the radical politics of small local groups.

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[3] Ibid., p.84.

[4] Ornstein, op. cit., p.93.

Cleveland's decentralization plan placed greater emphasis upon the role of the building principal. This move was made because an abundance of research existed which showed the importance of the principal in improving student achievement. It was also determined that the principal must be given authority to make all decisions regarding staff selection and evaluation, resource allocations, and building accountability. Under the plan, cluster director offices would continue to function during the first year of implementation. Pending a review of cluster operations, the plan also proposed the possibility of appointing not more than three (3) regional superintendents, each of whom would assume administrative supervision of two (2) or three (3) clusters. The plan also called for the identification of an individual to direct the implementation of all administrative structural changes.

Prior to the appointment of a deputy superintendent for reorganization, consultants from Policy Studies in Education, a nonprofit educational research organization, began to gather all policies, regulations and practices existing within the school system from 1961 to 1981. This initial effort resulted in the compilation of a nine volume Sourcebook (March 1981). Subsequently, the collection of raw materials was brought together and organized into a master index of approximately 600 topics covering all aspects of district operation. The index grouped topics into the following six (6) major operational areas: community regulations, administration, business and noninstructional operations, personnel, students, and instruction.

During the summer of 1981, committees of administrators, community representatives and parents reviewed a list of 600 topics to decide which school operations should be decentralized. Members of the committees debated at length among themselves to determine whether authority over a particular operation should be assigned to district offices, cluster directors, or building principals. In many cases, it was decided to divide topics into several subtopics with authority being shared among two (2) or three (3) of the administrative groups. The authority assigned to each group, however, was clearly specified.

Following the process of identifying administrative responsiblity, a committee of Cleveland administrators attempted to determine whether such topics were, in fact, currently being practiced. Each committee member was instructed to assign one (1) of four (4) designations to each topic reviewed. These designations were as follows: UCP - uncertain about current practice, DCP - diverse current practice, NCP- not current practice, or No Mark - current practice. Approximately 100 topics were identified as being critical to the implementation of educational reforms. Among this group, those topics that were found not to be part of the daily operational practices of the school system were noted. Approximately 42 of the 100 identified topics exhibited this type of discrepancy.

Between October 1981 and January 1982, policies were written for those topics where practice was not consistent with the plan for school improvement. In many instances, existing policies were limited to a particular aspect of a practice or expanded to include all aspects of a practice or to include practices not currently being addressed. Oftentimes, new policies were written. In September 1982, the Cleveland Board of Education formally adopted the 100 policies developed and/or refined by the committee.

By adopting these policies, the board took the first step in decentralizing the school system. Operational decision-making was no longer the sole preprogative of the superintendent. Cluster directors and building principals were not granted the freedom to build diverse programs and employ different practices within policy boundaries, giving distinctive character to each of their clusters and schools. During the 1982-83 school year, cluster directors and principals met on a monthly basis to develop regulations that would enable them to place their unique administrative concepts into operation within their local jurisdictions.

Approximately twelve (12) policy topics were written per month. Administrators met in small groups (i.e., approximately 30 persons per group) to accomplish their writing assignments. During the monthly sessions, participants received the technical assistance of consultants from Policy Studies in Education. After the initial year of development, those administrators identified as being skilled regulation writers assumed the consultant's role by acting as peer teachers during subsequent years of proposed regulation writing development. Cleveland's Research and Analysis Department conducted a monthly analysis of regulations written by principals to monitor quality and quantity, to identify areas of strength and weakness of technical adequacy and policy "fit" and to identify diversity among schools. A written summary analysis was shared with the individual regulation writer and significant group findings were explained to all writers at each of the monthly meetings. Toledo also adopted a comprehensive policy and regulations manual in January of 1981. The manual includes a section on policy development.

SUMMARY

Policy and decentralization are important because successful urban schools have flexibility to meet the needs at the individual building level. Policy making is a continuous process. A board of education that adopts this method of management has the responsibility not only to contemplate new policy, but also to review the effectiveness of previously adopted policy. Such a review may reveal that portions of a policy must be revised to fit new circumstances or even replaced or rescinded. The creation of new policy or the refinement of old policy necessitates a corresponding regulation writing action. In an effort to ensure the viability of its policymaking process, members of Cleveland's Research and Analysis staff attend bi-weekly board meetings to take note of any action being contemplated that only can be implemented through the creation of a policy statement. After identifying such an action, a staff member prepares a tentative policy draft which is submitted for board review and approval. Upon the draft's formal adoption by the board, all administrative groups are charged with developing applicable regulations.

Chapter 3

PLANNING, DEVELOPMENT AND EVALUATION

INTRODUCTION

Once the school board of the urban school system has established district policies to govern the identified concerns of the district, school administrators are then able to administer the implementation of such policies through program planning, development, and evaluation. In urban school systems, this is a vital function and is usually performed through a department or office of planning and evaluation.

Specifically, the following factors have a direct relationship to the achievement of urban pupils:

Planning - includes information on data management, needs assessment, projections, position papers and an operational mode that permits the efficient use of all resources.

Development- includes building an information base upon which to organize programs and the reassessment, refinement and diffusion of new programs.

Research - involves data handling, statistical analysis, storage of information, reporting and the utilization of research.

Testing - includes instrumentation, inservice for administration of testing and the reporting and utilization of test results.

Evaluation - involves designing instrumentation compatible
to program objectives, monitoring, auditing,
data collection, analysis and reporting.

Planning, based on adequate assessment of needs, research studies, use of standardized planning procedures and other aspects of sound planning, assures the development of an effective educational system that is cost effective and which will meet the needs of an urban school district. Without adequate planning, development, research, testing and evaluation efforts, an urban educational system cannot ascertain whether it is producing the most efficient and cost effective learning system possible.

The needs of urban pupils require a correlated, united effort using all of the above listed factors to design and implement the most effective program possible for the achievement of these pupils.

DESCRIPTION OF PRACTICES

In order for the reader to obtain a more comprehensive understanding of the elements of planning and development, a description and discussion of the practices of urban school districts relative to this vital area are provided.

Planning

One of the important aspects of planning is information management. The scope of available information, the adequacy and accuracy of that information, and the timelines of the information are important factors of planning which pertain especially to identifiable groups such as the academically gifted and/or talented, handicapped, minorities, underachievers and the academically disadvantaged. The scope of available information must include data on the portion of this clientele to be served by the school system. Achievement results, records on utilization of school buildings and data on personnel serving the targeted population are just three (3) of the many information factors that must be managed effectively in order to plan appropriately. It is essential that adequate and accurate information be available so that valid planning decisions can be made. Inaccurate, incomplete or untimely data would be potentially disastrous when planning for any student population. This is particularly true in the urban setting since many urban students depend on the school system for success. Disadvantaged urban students require planning for immediate action to overcome their problems.

Another area of the planning phase of urban school districts involves projections. Enrollments and staffing needs are but two (2) of many areas that require such planning efforts. Identification of other target areas and the methodologies for making projections must be thoroughly considered to assure accuracy, reliability and adequacy of needed baseline data upon which to make future plans.

One of the functions of a planning office in an urban school district is to develop position papers on a wide variety of topics and purposes so that the scope of the considerations and their relevancy to existing or future problems can be articulated. Having a school district that is facing up to the problems of urban pupils requires someone to (1) articulate viewpoints needing further study, and (2) develop appropriate action plans that are in agreement with the stated positions. The themes for position papers might cover such topics as computer-based instruction, alternative schools, magnet schools and the appropriateness of homogenous groupings for instructional purposes. Each of these has a definite bearing on planning for targeted urban pupils. The purpose of position papers on topics affecting targeted urban pupils is to provide the baseline data necessary for various leaders and other affected personnel in a school system to develop appropriate action plans. The position papers must be broad enough to present the total picture and be directly related to existing or anticipated problem areas.

The planning office must begin its operations in accordance with a needs assessment of its clientele. The purposes, target groups, appropriateness or relatedness of the data to the purpose, the scope of the data collection, and the methodology utilized are all important considerations when developing needs assessment procedures. Any urban school district must heed these considerations before effective planning can take place and positive results can occur. A district with a high concentration of disadvantaged students has an even greater need to utilize these techniques to maximize effective use of categorical funding.

The specific target groups to be included in any identification of urban pupil needs should be obvious, but sometimes school districts are guilty of overlooking them. Gathering, interpreting and using data that are not relative to the purposes of the needs assessment may cause erroneous plans to be formulated. The scope of the data collection should not be limited to one-sided viewpoints that could distort the data base. All areas and all points of view must be solicited. The methodology of needs assessment must avoid racial bias. Instruments to be utilized must be fair and free from distortion due to economic deprivation and minority or cultural bias towards the targeted group.

An example of such a major needs assessment occurred in Toledo, Ohio during the 1979-80 school year when the school system conducted its first community wide goals survey. All elements of the community and school staff were involved. Through the use of judiciously selected assessment items, perceptions of needs for identified groups of students were obtained, along with overall perceptions of the system. To facilitate planning and to allow the best use of this and other needs assessment data, Toledo Public Schools created a "Decision Room" (DR) in which data are aggregated, analyzed, synthesized and presented in a timely and communicable fashion. The DR is a refurbished area in the Administration Building which provides an atmosphere of uninterrupted privacy.

In Cincinnati, where the UDP operates as a mini-system satellite to the school district, planning functions serve as an "umbilical cord" to other programs and projects in the parent system. For example, the UDP director serves on the School Improvement Program (SIP) Planning Committee while the system staff development coordinator works jointly with both the SIP and UDP projects. Nine (9) UDP schools are also SIP buildings. Opportunities for total staff inservice and the sharing of management strategies have benefited all involved.

Akron, Ohio has focused planning efforts on the Implementation Model for Effective Schools. This model has been initiated in the Buchtel Cluster schools and stresses the effective schools characteristics identified by Ronald Edmonds and others.

Development

Another important area is program development which involves an information base including a needs assessment, projection information, position papers, research, and test results.

Open lines of communication and uniform procedures which are used and developed adequately are examples of policies which will contribute greatly to efficient coordination and effective planning between divisions, departments and offices of urban school systems.

If new programs are to be implemented in an urban school system which is financially unable to expand program efforts on its own, then external funding sources must be sought. The range of funding sources covers the federal government, state government, local government, private foundations, businesses and industries. The number and type of funded proposals are reflective of the effectiveness of the development phase of planning for a school system. Toledo, for example, was able to develop a program funded under Vocational Education Special Needs for the purpose of increasing the number of disadvantaged students in hi-tech vocational subjects. This was an identified local need in addition to being a state concern.

As new programs are funded and implemented, the adequacy of initial program implementation is vital to the future success of programs for urban pupils. Refinement and reassessment of programs may be necessary from time to time. As these midcourse corrections are made, procedures for effective change need to be considered.

Diffusion of worthwhile programs throughout an urban school system needs to be considered and promoted as piloted programs achieve success here in meeting the needs of targeted urban pupils. Activities which promote the diffusion of pilot programs should be assessed and chronicled in order to ascertain the extent to which diffusion is taking place. As part of the diffusion/demonstration phase of the Cincinnati UDP, a detailed outline of each component area is produced. These outlines include procedures, guidelines, materials and personnel necessary to replicate a given program. These program models also include sample manuals and brief histories of the programs' development.

Development in the urban setting is not confined solely to programs. To meet identified student and community needs effectively, the system, itself, must be open, flexible and responsive to change. After study and review, the Toledo school system redefined the responsibilities of its administrative hierarchy and reassigned middle management personnel. To provide top management with timely information, a separate department for program planning, development, and evaluation was established. It reports directly to the deputy superintendent.

Assessment of the impact of new programming and/or procedures is the final aspect of development. Since any change affects students either directly or indirectly, all activities need to be correlated. Programs and/or procedures cannot be developed in isolation from each other or from the urban population they serve.

Research

In order for a research study to have an impact on the educational process of an urban school district, there must be a wide variety of studies conducted on an ongoing basis. The studies must focus on management aspects and instructional components and ascertain how they affect targeted urban students. The impact of the study will depend on its design and methodology; therefore, care must be exercised so that both are reliable, valid and consistent with the target population and the intent of the study.

Moreover, procedures need to be developed for handling data. These should address source identification, the ability and capacity to collect and store data and methodologies for aggregating, analyzing and synthesing the data once it has been collected.

Results from research studies must be used in the decision-making process. A strong foundation must be provided in order to make an appropriate decision on many educationally related topics. Research studies are able to provide empirical data that will establish the validity or necessity of a particular decision. If a research study is well designed, if its statistical analysis is accurate and appropriate and if its results are interpretable, then it will be able to provide information for the decision-making process. For example, prior to the Toledo Public Schools becoming involved in the "Effective Schools" program, a major study was designed to determine which of the system's schools could be classified as "effective" and which would need assistance in attaining this classification. The results of the study became the basis for the needs assessment component of a proposal.

Toledo regularly conducts research studies to determine the basis and validity of new programs or activities and to ascertain what changes should be made in those currently in place. For example, after a thorough study of discipline in the system, a new discipline code was developed, published, implemented and enforced. It has improved the learning environment for all pupils in Toledo schools. It also has increased the system's credibility with the community as a whole, since a lack of discipline was an identified concern.

The use of research studies to monitor the public's perception of and confidence in the system has enabled Toledo to restore public confidence to a level sufficient for sustaining passage of two (2) school levies since 1980. Research studies also led to the successful piloting of a program for expanding student activities in Toledo schools. The research showed that students involved in activities tend to achieve more academically.

There must be a procedure developed for continuous research studies and this procedure must become an integral part of the decision-making process of any school district. The sharing of this information with other school districts is also mutually beneficial. To facilitate this, Cincinnati publishes an annual composite of evaluation and research studies conducted within the district. Toledo, Akron and Cleveland also make such information available upon request.

Testing

Data collection instruments and tests must be adequate in terms of validity and reliability. Validity and norming studies associated with an instrument must have been completed on well-defined populations that include various targeted student groups located in an urban district. If a test were normed, for example, on a group of private school students, then that test would render questionable results when used in an urban public school.

Criteria must be developed for use as a guide when selecting tests to assure that such things as readability levels are considered during test selection. The purpose of testing is to determine the students' level of skill attainment. If the scores are confounded by reading level, then many urban children are likely to display a lack of skill attainment when, in fact, they have mastered the objectives.

Inservice associated with testing programs must be carefully planned to assure that such programs do not merely cover test administration. Academically disadvantaged students need instruction in test-taking skills and teachers need inservice in how to teach such skills before the testing takes place. Such instruction should result in more valid test outcomes that appropriately demonstrate what students have learned. Cincinnati and Toledo have both developed teacher inservice programs to address these needs. Both systems also have included item and factor analysis programs to further explain and expand the use of test results.

Even with optimum test selection criteria and inservice, academically disadvantaged students are likely to show lower test scores indicating lower levels of skill attainment. Such outcomes should be utilized in decision-making by district administrators. Through analysis of such data, it becomes obvious that more resources are needed to counteract this outcome of the system. If resource allocation is based solely on business criteria and not educational criteria, urban schools may not receive the additional monies they need to raise the lower educational levels of the students. To alleviate this problem, the Akron Urban Demonstration Project funds a program that prepares students to take the Preliminary Scholastic Aptitude Test (PSAT), the Scholastic

Aptitude Test (SAT) and the American College Test (ACT).

It is recommended that a districtwide Test Advisory Committee (TAC) be created to oversee the development of test selection criteria, recommend test inservice and monitor the use of test results in decision-making. A part of the committee's responsibility would be the development of monitoring procedures to ensure that the testing program is evaluated on an ongoing basis and is responsive to the specific needs of schools in the district. The involvement of the Toledo TAC has been most beneficial because problems were worked out prior to actual implementation, allowing the testing process to proceed smoothly.

Evaluation

The evaluation of programs in an urban setting poses some unique problems for a variety of reasons. Firstly, the specific objectives stated in the evaluation design are extracted from the proposal narrative. Therefore, care must be exercised so that objectives, methodology, and projected results are consistent with and reflective of the target population and program intent. This may be confused by the fact that a target population is often only part of a particular building's total population. This may be the case in a number of buildings in the district.

Cincinnati has addressed this problem by computerizing student development activities records. Each participant in any UDP student development activity has his or her participation recorded on a standardized activity card maintained in the school building. This information is also entered centrally into an "Apple" computer file. Thus, the school has readily accessible data for the assessment of individual or small group needs, and the central office has extensive data which easily can be retrieved, cross-referenced and sorted. Other school offices and programs have been invited to share the use and maintenance of this system. The scope of the data base has expanded making it even more valuable to a greater number of persons.

Secondly, the selection of data collection instruments must be appropriate for the target population. Consideration of such factors as minority concentration, reading and achievement levels and social conditions becomes vital when dealing with the variety of possible target populations typically located in an urban setting.

Thirdly, an urban school district may receive funding from a variety of sources, each of which has special regulations concerning the expenditure of the funds. Compliance with these regulations is an important consideration in evaluation design.

Fourthly, the evaluation process to be used for each program needs to be tailored to the capabilities of the equipment and personnel and to the time limitations imposed by the district's calendar. A given population may be targeted to receive services from several separate sources during the school year. To maximize the effects of each program, a framework for coordination of evaluation procedures needs to be developed. This will prevent costly duplication and allow the greatest amount of time-on-task. For example, assessment results from a single, appropriate instrument could be used for a number of validation procedures.

A realistic timeline and matching level of results are also extremely important for the validity of project evaluation. The data collection period for a large heterogeneous urban district may be something less than a full school year. Most funding sources require a complete final evaluation report to be submitted within 30-45 days after project completion. An urban district's target populations are large and varied as are the number and types of programs in operation during any given school year. Even though program evaluation procedures are ongoing throughout the school year, the number of personnel allocated to data processing and analysis is limited. Time for adequate reporting needs to be a part of the overall evaluation design.

The urban district also uses ongoing monitoring, interim information and final evaluation reports to assess program effectiveness and to facilitate future planning. Since it may not be possible or practical for all decision-makers in an urban district to make personal visits and assess and monitor each project every school year, this evaluation information becomes a resource in the decision-making process. For example, upon completing a building utilization study, the Toledo school system was able to utilize its buildings at or near full capacity and to close, rent or sell those buildings which no longer served the district.

A school district may choose to do project evaluation through its own evaluation office providing it has the capacity and expertise to perform this service. Outside evaluation services are also available from private firms and many universities. These are generally contracted for a specific project. For example, Akron Public Schools' Urban Demonstration Project uses a third party evaluator to determine program strengths as well as shortcomings. The evaluator is able to foresee its evolution, ascertain the possible projection and give direction to the impetus of the program.

Cleveland, Cincinnati and Toledo utilize their own evaluation offices to conduct UDP evaluations. Since each of these districts' projects is focused on different efforts, the development and instrumentation of the evaluation process is necessarily reflective of the individual district's goals.

Cincinnati, for example, utilizes four (4) distinct procedures for its UDP evaluation. The first is a projectwide comparison of project with nonproject school outcome variables. The comparisons are based on the percentage of students scoring at or above the national median on standardized achievement tests and average NCE's (Normal Curve Equivalencies) gained or lost, either longitudinally by pupil, or by school and grade. The percentage of student attendance by school and grade and the percentage of students requiring suspension/expulsion also are used.

The second evaluation procedure of Cincinnati examines differential effects of UDP activities upon the participants. An extensive, computerized pupil data bank has been developed to do this. The bank contains the name, school and grade of each UDP student participant along with several input/output type variables. At appropriate times, correlational comparisons can be made to examine the relationship between individual and group student activities and outcomes. Judgments can then be made regarding which UDP programs can be assumed to have the best chance of producing positive results in achievement, attendance and behavior.

The third procedure of Cincinnati is really an accounting process that is typically expected of most specially funded education projects. Detailed records are maintained by project management regarding cost, type, number and perceived successes of UDP activities. These records are included in the semi-annual reports published by UDP. (This procedure is duplicated by all four (4) UDP school districts.)

The fourth evaluative process in Cincinnati is an annual self-evaluation which assesses what has happened in the project and sets the focus of future activities. (All of the UDP participating districts duplicate this procedure, but not necessarily the process.) Utilizing the results of the other evaluation processes and the experiences of UDP principals and management, a systematic process for review is implemented at the close of the school year. A brief outline and discussion of this process is presented for Cincinnati, Cleveland and Toledo.

CINCINNATI PROJECT REVIEW PROCESS

DATE RANGE		ACTIVITY	PERSONS/GROUPS RESPONSIBLE
May 20-27	1.	All members of the central management staff summarize the activities and accomplishments of each project component for the year. Each summary is reviewed and discussed in detail at management staff meetings held during the last week of May.	MANAGEMENT STAFF
June 1-10	2.	Standardized goal setting worksheets are distributed to the UDP principals and project instructional leaders at meetings held during the second week of June. They are reviewed and suggestions given for use. Project and school needs are identified, discussed and prioritized at each school.	MANAGEMENT STAFF PRINCIPALS INSTRUCTIONAL LEADERS HOME-SCHOOL FACILITATORS
June 20-27	3.	UDP management staff presents a comprehensive comparision of UDP and school goals along with a summary of all the UDP activities undertaken to facilitate the successful attainment of the goals. Each central office component coordinator presents to the principals any appropriate suggestion for revision, addition or deletion of UDP activities for the next school year.	MANAGEMENT STAFF PRINCIPALS

DATE RANGE		ACTIVITY	PERSONS/GROUPS RESPONSIBLE
		Principals discuss these recommendations, make recommendations of their own and, through a negotiated consensus, arrive at agreement upon UDP project goals and a tentative budget for the coming year.	
August 1-20	4.	The UDP staff collaborates on developing a proposed action plan which will address all of the project and local school goals. This may result in new programs being designed or old programs being modified or deleted.	MANAGEMENT STAFF INSTRUCTIONAL LEADERS HOME-SCHOOL FACILITATORS
August 21-31	5.	The proposal developed (see 4.) is reviewed, amended, and approved by the UDP Council of Principals (COP). The budget associated with the proposal is finalized. The calendar of COP meetings is also drafted at this time to assure an ongoing supervision of project activities by the principals.	PRINCIPALS MANAGEMENT STAFF

CLEVELAND PROJECT REVIEW PROCESS

Cleveland's Urban Demonstration Project is structured and evaluated somewhat differently. However, as in the Cincinnati UDP, a project review process allows decisions to be made by administration which are based on program effectiveness, identified needs and maximized cost per student benefit.

The initial UDP in Cleveland focused on attendance improvement. Based on needs assessment results, attendance and related activities were found to be of greatest concern among principals. Programming to meet this need was developed and attendance comparisons were made. This information was used to refocus UDP activities and redirect attendance procedures. Project review factors include needs assessment results, goals of the school system, program longevity and visibility, students served, cost effectiveness and administrative and documentation consideration.

TOLEDO PROJECT REVIEW PROCESS

The Toledo UDP differs greatly from the other three (3) districts' projects in that its focus has been to improve the managerial effectiveness of the entire system, to redefine student behavior and to develop curriculum with the goal of improving academic performance. Consequently, a number of different evaluation procedures and evaluative data are used to determine program effectiveness.

Initially, Toledo conducted a communitywide needs assessment. Care was taken to assure that a truly representative cross-section of the community-at-large and the school community was assessed. The results of this assessment were prioritized and assigned to appropriate personnel and funding sources. The UDP has several components, each of which addresses a separate priority and functions as a sort of "mini-project."

Each component is then evaluated in terms of its own specific goals and its contribution to the UDP project as a whole. Components which contribute directly to improved student performance utilize standardized test score comparisons and grade point average comparisons on a school/student to self, school to school and school(s) to system or national mean basis in order to provide proof of effectiveness. Attendance comparisons also are used as validating data.

Components which are primarily managerial in nature require the collection of cost comparisons, utilization of physical property information, time study for delivery of services and analysis of accounting/budgeting effectiveness in terms of system operation and students served. Components with a proclivity to be security conscious have need of data which report frequency of vandalism and other criminal-type activities (assaults), discipline violations and suspension/expulsion figures. Other components may require monitoring community access to information, surveying staff and/or community members, providing inservice training and/or any number of other validating procedures.

To ensure that intraproject communication exists at an adequate level, the project director maintains frequent contact with component managers. Additionally, a quarterly report is distributed in-house which indicates progress toward goals and objectives by component.

A complete, formal evaluation by component is conducted annually. The format is a component evaluation design which is developed jointly by the component manager, project director and project evaluator prior to component implementation. This design lists specific component objectives, methodology for achievement, measurable and/or tangible results to be realized and a tentative timetable.

The final, formal evaluation report includes the specific component objectives, their disposition and their relatedness to the overall UDP goals. Toledo has found this evaluation methodology to be an effective means of sharing information within an extremely diverse and structurally complex project and between the project, the Toledo school system and other interested parties.

In conclusion, the evaluation process provides a focus upon individual projects and programs. It matches target populations, objectives and data collection instruments so that results are valid and reflective of program/project intent. Evaluation services adhere to a methodology which ensures compliance with funding source regulations. Finally, evaluation procedural information and results provide decision makers with a resource which helps them determine the effectiveness and adequacy of overall operations.

SUMMARY

Planning, development, research, testing and evaluation all have a direct relationship to achievement for targeted pupils in urban school districts. Without them, an urban education system cannot ascertain whether it is producing the most effective learning system possible. The following are key factors needed to support a thorough and efficient program for disadvantaged pupils in urban school districts:

1. Information management, accurate projections and a needs assessment system are three (3) important elements of planning that high achieving urban school systems need to have in order to meet the needs of disadvantaged pupils.
2. The development of appropriate programs is contingent upon an information base, sound policies and procedures for development and acquiring adequate funds to underwrite developmental programs. The refinement and diffusion of worthwhile programs which will have a major impact on targeted pupils should be the desired outcomes of a school system's program development efforts.
3. Results of valid and reliable research must be used in appropriate decision-making situations in urban school systems in order to benefit targeted pupils.

4. Testing, under the guidance of a districtwide advisory committee, must be conducted with appropriate instruments based upon accepted criteria and be administered by well-trained personnel in order to assure that targeted pupils' progress is being measured accurately and adequately.
5. Program evaluation which follows an appropriate evaluation design using valid and reliable instrumentation must provide for interim and final reports in order to have a framework for judging the effectiveness of programs.
6. Identifying activities, staffing personnel to carry out these activities, providing facilities and materials and obtaining financial resources to enable a system to perform planning, development, evaluation, testing and research efforts are steps that must be taken in an urban school setting in order to meet the needs of all, including all targeted pupils.

Chapter 4

CURRICULUM AND INSTRUCTION

INTRODUCTION

Curriculum is the total substance of the school program, consisting of all the subject matter students are expected to acquire during their educational experience. Thus, the curriculum includes both the formal course work which is required of each student and the informal learning experiences which take place independently. On the other hand, instruction is the means by which the goals of the curriculum are achieved. What is taught in urban schools will vary from city to city and should be based on the general philosophy of the system as well as on programmatic assessments of the unique needs of the community which the system serves.

Numerous factors affect the curriculum and instruction in both urban and nonurban school systems. This chapter addresses only those factors which are thought to be of special significance in urban school systems. The list is by no means exhaustive and some readers may rightly feel that other items should be added to the list. Others may feel that other items should be added to the list. Others may feel that what has been identified as a problem here, is not major concern in their system. However, these were major areas of concern identified by the four (4) Urban Demonstration Project school systems.

Mobility

It is estimated that one-fifth of the general population of the United States moves each year. This alone is a surprising figure to many. Even more startling are the mobility rates in urban schools. It is not rare to have mobility rates over one hundred percent (100%) in some schools within an urban system. Children often move within a given attendance area several times during a school year. They may leave one school and attend others during the year, never returning to their original school, or they may return to and leave the same school a number of times.

The Toledo Public Schools system has adopted an out-of-district transfer policy which enables a student to attend any school in the system as long as his/her attendance at the school will improve its racial balance. Toledo also has an open enrollment policy for the vocational skill centers which are attached to each high school. Each center offers a speciality skill area, and students are transported to and from their home school which is still responsible for their academic progress.

Enrollment/School Closings

Our larger urban schools must deal with a greater number of students in need of special services and programs. There is little doubt that the proportion of children in need of special services also is greater in large city schools. Closely tied to the larger numerical size of urban schools is the problem of dwindling enrollment. Ironically, large systems are suffering because of their geographical and past numerical size. Dwindling enrollment has forced many districts to close schools. Since the geography of a city does not change as population declines, students now are required to travel greater distances to regular schools. Correspondingly, the number of schools offering special programs is also reduced, and students must travel greater distances to obtain needed special services.

Urban Demonstration Project funds enabled Toledo to develop a system for ongoing building utilization evaluation. The first year of the study (1980), Toledo was able to close ten (10) buildings, relocate several special education programs in more convenient facilities, improve the facilities in the remaining system buildings, and reorganize the system into K-6, 7-8, and 9-12 groupings.

Parent Involvement

One of the characteristics of an effective school is a high degree of parental involvement. Some of the factors which affect the degree of parental involvement in large urban schools are the geographical size (already mentioned above), the poverty level, and the perception which parents have of the school as an institution. To parents, schools are often threatening and seldom comfortable. The higher poverty levels in large city systems, as indexed by the numbers of students who are eligible for free and reduced lunches, affect children and the schools in several ways, not the least of which is the degree to which parents may involve themselves in the schools. In many homes, there is only one parent. When there are two parents, they often are both working in order to provide the essentials of daily living and can ill afford the luxury of a day off from work to visit the school. As is often the case, they see the teacher or principal only when required because of some pending disciplinary action or parent-teacher conference.

Attendance

Attendance rates have been decreasing at all grade levels in most urban systems and at an appalling rate at the secondary level. The cause(s) of this decline can be debated, but the issue is one that must be considered when examining those aspects of the curriculum deemed to be of special importance in urban schools.

The home-school facilitator (HSF) works cooperatively with the pupil attendance department and visiting teachers. In all Cincinnati UDP schools, it is the HSF's who follow through on referrals for attendance, tardiness, and social problems. They do the routine and time consuming [illegible] ensure that signatures, dates, meetings, etc., are secured and [illegible] filed so that the needed services are not delayed because of [illegible]ties.

AREAS OF CONSIDERATION

Because of the unique problems of urban education, the major areas considered to be of importance to curriculum and instruction are courses of study, curriculum guides, textbooks, supplies, methods of instruction, monitoring processes, and alternative programs. A brief overview of each of these areas of concern follows.

Courses of Study

One should first define what is meant by the term, "course of study." A course of study is a statement of the objectives in each subject area and for each grade level. Characteristically, it must be well planned and organized and the progression of skills should be sequential and continuous. It not only must be available to all teachers, it should also be a focus for inservice training, and steps should be taken to assure that it is, in fact, being followed. The course of study should serve as a resource to departments of research and development for the planning of special programs and projects. It should be a guide that helps educators select evaluative instruments that are compatible with the curriculum.

In September 1980, Toledo Public Schools published a new Official Course of Study (COS). The COS provides an official statement for educators and lay persons alike of what is to be taught in each subject area and at each grade level. This document clarifies to the community, school personnel, and parents the educative steps taken from kindergarten through grade twelve. The COS contains program goals, evaluation steps, procedures and criteria and content and activities. It is presented in a language and format which can be understood easily by its various audiences.

Curriculum Guides

A curriculum guide provides for a systematic development of the behavioral objectives and skills listed in the graded course of study. It contains the course content and provides strategies and techniques for teaching. In order to build a broader experiential base, urban students should be given many opportunities for field experiences which will provide vocational insights, vocabulary development and motivation, and concrete experiences for conceptual development.

New curriculum guides have been developed in the Toledo Public Schools for junior high students in the areas of health, foreign language, and music. Additionally, the elementary curriculum guide has been totally updated. Teachers were inserviced in the content and use of these new guides. A comprehensive vocational course of study and corresponding curriculum guides are currently being developed.

Textbooks

It is important that schools provide as much consistence as possible to offset the lack of stability in the environment of urban students. Uniformity relative to the adoption of textbooks is imperative. The books also should be uniform across grade levels and from school to school. As nearly as possible, they should reflect skills in the graded course of study. Textbooks should teach the content areas and reading skills which are clearly defined as such. Each subject area should have adopted texts at a reading level appropriate to the grade level at which the subject is taught. Ideally, subject area teachers should have several textbooks at different reading levels in each subject area. Finally, books should be a resource - not a curriculum guide - and should be challenging to the students.

Equipment and Supplies

The shortage of equipment in urban schools can be alleviated by a restructuring of funding guidelines to allow sharing of equipment among supportive programs and classroom teachers. This would provide a more effective and equitable utilization of equipment assigned to special programs. Priority for the use of such equipment should be given to students in the supportive programs, although there must be an equitable distribution of supplies and equipment from school to school and from teacher to teacher. Often, the amount of money allotted to cover the cost of consumable supplies is overlooked. Teachers, and more importantly students, should not have to rely on their own resources in order to provide the materials (worksheets, tests, practice exercises) necessary to implement a program. Where possible, principals (especially at the elementary level) should have a special fund to provide supplies such as paper, pencils, etc., for students from low income families.

Methods of Instruction

Because of the greater need for structure and consistency, schools should operate within a traditional framework. It should be noted that high expectations of both teachers and students is one of the characteristics of an effective school. Magnet schools should be available for those students, teachers, and principals who operate more effectively in less restrictive environments.

The student development component of the UDP program in Cincinnati has developed five (5) programs that set a strong positive academic climate for the students. The component attempts to make schoolwork "come alive" by involving the students in programs that raise their interest and excitement levels, but that also retain the content of a comprehenisve, undiluted academic curriculum. Thus, student attitudes, rather than the curriculum, are modified so that an academic atmosphere is a feasible goal in the school. A description and overview of these programs is provided in Chapter Five.

UDP SUPPORT OF GENERAL INSTRUCTIONAL PROGRAM

It must be emphasized that all special projects in a school must be coordinated into ONE instructional program. The UDP staff in Cincinnati supports many individual projects such as minimum competency testing, the Cincinnati Instructional Management System ("CIMS" - which is a completely computerized individual student achievement record system), the School

Improvement Program under (ECIA) Chapter I, the Disadvantaged Pupil Program Fund (DPPF), vocational education and many more. Support for the total school program is provided through inservice, instructional leader intervention at the building level, management staff involvement in planning and the Council of Principals (COP). This type of coordination and support focuses the resources available on programs that are best for all students.

Monitoring Process

As indicated earlier, it is not unusual for an urban student to move three to four times within a school year. Because of the necessity for supportive services related to mobility and other factors, the teacher must complete a large amount of paperwork in the form of state reports, federal reports, reports to the prinicpal, reports to parents, reports to the board of education, and reports to supervisors. In general, there is a myriad of information on students and often the data are duplicated several times to fulfill different requests for similar information. Frequently, reports are needed the "day before tomorrow."

More important than the reports are the systems which a teacher uses to keep track of the developmental progress of each child. This is especially important at the elementary level in the areas of reading and mathematics. The monitoring processes so essential to urban students should become completely automated. This would allow teachers to know more precisely where a student is developmentally and to have more time to devote to the instructional process. This applies equally to classroom teachers and to those providing special services.

Alternative Programs

The casual statements that develop the greater need for alternative programs in urban systems are the familiar ones cited earlier. Sheer numbers alone cause a greater need for programs that are (1) remedial in nature for the developmentally handicapped, (2) designed for the gifted and talented, and (3) supportive of the physically handicapped. Urban parents generally do not have the resources to obtain services for children who are emotionally, physically or mentally handicapped. Therefore, alternative programs must be offered by the schools.

Based on research which indicates that there is a correlation between student involvement and achievement, Toledo has initiated a voluntary pilot study to increase curricular student participation. Baseline data on student achievement, involvement level, and attendance was collected. A system was developed to determine activity, eligibility, and evaluation.

Toledo Public Schools also developed an annual survey system to identify students who need English language development assistance. Programs are in place which offer instruction in native language and in English as a second language. Languages which are a part of this program include Spanish, Arabic, Laotian, and Vietnamese.

As evidence of its commitment to the correlates identified in the Effective Schools research, Toledo has established an Office of School Improvement. A formal Toledo School Improvement Plan also has been published to provide guidance to schools that wish to develop individual school plans.

Akron Public Schools have used Urban Demonstration Project funds to implement several innovative programs. A description of these follows:

1. Schools for the Gifted. "Schools for the Gifted," one on the junior high school level and one on the senior high school level, are one-week summer programs modeled after the State of Ohio's Martin W. Essex School for the Gifted. The programs have been funded through the Buchtel Urban Demonstration Program. The programs seek to expand student understanding beyond the established classroom curriculum by exploring, in depth, a variety of high-interest topics related to a central theme. The method of expansion, as with the Martin W. Essex School for the Gifted, involves extensive use of guest experts and field trips.
2. Career Education. The career education program provides opportunities for students to secure in depth experience in seven (7) career areas by employing seven (7) specially selected master teachers in the designated career areas. Akron has employed a career education specialist to coordinate the career guidance program and has infused materials into seven (7) designated areas and the school learning resource center. In addition to the program development cited, courses of study were developed by the master teachers, textbooks were purchased and appropriate equipment obtained through Urban Demonstration Project funding.

3. Language Program. Through Urban Demonstration Project funding, a cultural language program was established in Akron to facilitate elementary student acquisition of foreign language skills and knowledge and to enhance cultural understanding. To this end, curriculum additions included Spanish, French, and German.
4. High Intensity Math Center. The HIMC was established and staffed with a full-time teacher and an educational aide to provide students with opportunities to reach their full potential. Computers were purchased and used in the HIMC and the learning resource center (LRC). Materials were purchased to assist students in preparing for the SAT/PSAT.
5. Seventh Grade Orientation. To strengthen, maintain and refine the curricula at the junior high school level and to help students entering the junior high school for the first time to make the transition, a special orientation has been provided for all seventh graders during the summer.
6. Summer Theater. A summer theater program is offered in Akron and is designed to promote academic excellence through unique opportunities within the regular school day program and extended day and summer programs. Offered in cooperation with the University of Akron, the program is designed to provide students with experience in dance, voice, technical theater, publicity and promotion,

acting and costumes. The unique opportunity for talented young people to get together in one place and learn and be inspired by each other is one of the outstanding attributes of the program.

7. Community Classroom. An extension of the classroom into community for onsite career observations and work experience is provided to promote an awareness of the relationship between the curricula and career fields. In this same area, two (2) communications arts teachers were hired on a full-time basis to help "community" students understand how speech and English are related to their selected fields.

Other Factors

Behind the larger numbers of students from lower socioeconomic backgrounds, the high degree of mobility, and the closing of schools, is the relative instability within the environment of the students. Because of this instability, students have a greater need for opportunities to build self-esteem and feelings of self-worth. Another factor requiring consideration also flows from the large size of urban systems - the diversity of cultures. Most large city systems have readily identifiable cultural groups. Blacks, Puerto Ricans and Chicanos are among the most obvious and largest of these groups. Less noticeable are the recent numbers of Indochinese, Arabic, Romanian, and other foreign peoples who have entered the United States and become significant parts of our school systems. A final point to be considered is the issue of union involvement and its effect on schools. Most large city schools have negotiated agreements with teacher organizations which spell out, very specifically, the duties, responsibilities and requirements for teacher involvement in areas such as textbook selection, curriculum development, inservice, etc. Often these agreements severely restrict the options which administrators have in dealing with educational problems.

SUMMARY

In this chapter several factors in the area of curriculum and instruction were identified which are thought to have a major impact on curriculum and instruction in urban school systems. Factors which were specifically identified were mobility, enrollment, school closings, parent involvement and attendance. Areas of consideration which are a direct part of curriculum and instruction and which are addressed in this chapter include courses of study, curriculum guides, textbooks, equipment and supplies, and methods of instruction. In many cases, references have been made to activities and/or materials which have been developed in Urban Demonstration Project schools and which may be useful to other systems having similar problems. These are not necessarily paradigms of how a problem should be addressed. They are, however, endeavors which have been found to be effective in Urban Demonstration Project schools and which may prove useful to others.

Chapter 5

LEARNING ENVIRONMENT

INTRODUCTION

This chapter attempts to outline some of the methods used by urban school districts to improve the learning environment. For the purposes of this publication, learning environment is defined as all factors that influence learning that fall within the jurisdiction of the schools. Three (3) major areas in the learning environment of an urban school are of special interest for this publication. They are reputation, building appearance and school spirit. Although these factors affect suburban schools as well, they often have a positive influence in the suburbs, but a negative impact in the urban community. To set a basis for understanding, each is discussed briefly in this chapter.

Reputation in the community is a powerful factor that impacts upon a school and the children. Unfortunately, schools in large urban school districts often have a reputation in the community that appears threatening to both students and parents alike. Rumors and exaggerated stories concerning anything negative about the schools are usually accepted as fact and, if left unchecked, they help the reputation to grow. Every staff member of such a school knows both the frustration and the satisfaction that comes when visiting parents express surprise at the high quality of education they see.

The second factor that often influences the learning environment in urban schools is the general appearance of disrepair that many of them have. If the demands placed upon such schools are understood, it becomes clear why they appear this way. The urban school is often beset with community factors that trigger special problems for school building utilization. Some urban schools operate continuously for fourteen (14) hours a day by sponsoring adult evening programs, community meetings and/or tutorial and recreational activities in addition to the regular program. This extraordinary use creates a need for additional resources (personnel, materials, equipment)which are seldom available through the customary channels of funding. Typically, staff members of an effective urban school must proceed with the extra programs first and then find resources to help maintain the building and grounds. If the schools become "worn and tattered" in the process, they have served a good purpose.

The strength of the third factor, mutually supportive school spirit, is determined by the willingness of the staff, students and parents to work together to make their school a living part of themsleves and the community. The hospitable atmosphere that characterizes an effective learning environment ensures that every child in the school knows that the school and the people in it are behind him/her for life.

The remainder of this chapter describes some of the activities, special curricula and programs that have been utilized by urban schools in the UDP areas. It is by no means intended to be an exhaustive study of the approaches that can be taken in establishing a positive learning environment. Hopefully, these ideas and practices will help other school systems to develop programs and procedures to meet their needs relative to learning environment.

DESCRIPTION OF PRACTICES

This section will provide the reader with an overview of the practices of urban school districts relative to organizational relationships, staff levels/size, instructional support, building security and safety, and discipline and regulations. The coordinated efforts of all elements of the school and community will produce a learning environment conducive to improving the academic and cultural status of urban students.

Organizational Relationships Among Administrators, School Staff and Community

The combined experience of the four (4) UDP school districts in Ohio suggests that a strong organization is essential at all levels within the administrative and staff teams. Although diverse methods are utilized in developing tables of organization, research indicates that the building principal is the key instructional leader in a school and must be responsible for spearheading the development of goals and for monitoring the activities designed to attain them. To promote effectiveness, efficiency and accountability in administrative operations, Toledo reorganized its central administration. This reorganization provided closer coordination of the curriculum division with special education and special assistance programs and allowed for the expansion of the planning and development department. In Cincinnati, a Council of Principals (COP) was organized consisting of principals of feeder schools within one high school attendance area served by the project.

Clear communication is viewed as the primary factor in developing a strong organization. Schools must be organized to communicate not only with central office staff and parents but also with the community at large. The school can be a powerful economic, political and social influence in the community. The organizational format in Cincinnati includes a close working relationship with local churches, universities and businesses. The image of schools as positive learning centers can, therefore, be projected in the pulpit, at a business lunch or from a college lectern as well as at the usual PTA meetings. The community has, for the most part, been convinced that the welfare of the school and the attitudes of the community towards education are a concern for all.

Internal and external communications are of equal importance. All staff members in any school (private, suburban or urban) must be aware of what needs to be done, who is responsible for doing it and how well it has been accomplished. This sequence is the familiar "needs assessment, task assignment and evaluation." The process usually requires that each staff member be involved in planning and committee meetings to determine the needs and courses of action. The development of reports, newsletters or audio-visual presentations which communicate the details of planning should involve representatives of each group so that everyone will feel a corporate responsibility. Evaluation feedback from surveys, achievement tests and other records is necessary in this communication system for everyone to know how well the plan is (or is not) working.

Staff Levels/Class Size

What UDP has learned is that urban schools, by their very nature, have such a wide variety of needs that extra support probably will be required if they are to meet the challenges effectively. For example, the Council of Principals in Cincinnati has identified so many additional needs in its schools that extra staff members, both certificated and non-certificated, are required to assist in meeting them. UDP funds have made their services possible. A detailed explanation of the duties and services provided by the extra staff members is available on request. In general, however, each school has a project team as mentioned previously. Included in this team are the instructional leader (principal), a teacher who helps develop and organize academic motivational programs, student government and discipline committees, and staff development and instructional support personnel. A home-school facilitator is provided to assist in areas such as attendance, parent and community involvement, and general student/building supervision.

Although staff is provided, class size is not directly affected. Instead, the special needs in urban schools are addressed first. Research tends to minimize the importance of reducing class size by one or two in favor of providing specialized help for those students who require it. This special help ranges from individual diagnostic screening to curricula that are specially geared to urban education.

Sometimes schools become too small, creating a different problem for urban educators. The difficult decisions surrounding the closing of underutilized, segregated buildings are common to all urban school systems. Toledo Public Schools was faced with a typical three-pronged problem: a need to close underutilized buildings, a need to develop a voluntary school integration program and a need to provide a uniform learning environment for K-8 students. A reorganization plan was developed which resulted in the solution of all three problem areas. Ten (10) elementary buildings were closed and a separate, junior high (7-8 grade) system was created. Student reassignments were made to further integration. The voluntary out-of-district policy in effect in Toledo further expands the scope of these voluntary integration efforts.

Instructional Support

All schools need resources to support the instruction program - books, materials, equipment, staff and a viable physical plant. Because of their inherently large size, urban centers require some special emphasis. Urban staff members generally need opportunities to share ideas and hear the suggestions of field specialists concerning new developments such as minimum competency and school improvement programs or even a newly adopted textbook series. Critical to efficient and competent implementation of new programs are inservice opportunities and the availability of support personnel.

In making modifications necessary to fit existing materials to the urban setting ("urbanizing"), urban districts have learned that a strong academic climate must be created so that the major purpose of school is obvious to all. In Cleveland, the Urban Demonstration Project has developed a complete series of reading manuals for secondary instruction. Designed for the junior high school, Reading Jigsaw, Reading Progress and Reading Success are resources to help teachers incorporate the teaching of reading skills into their classroom instruction. These guides were developed primarily for use in the English classroom; however, they are general enough to be adapted to other content areas as well. Reading Jigsaw offers materials and ideas for remediation of reading deficiencies at the seventh and eighth grade level. Reading Success supplies materials and suggestions for reading skill development at the ninth grade level. Each guide includes informal diagnostic surveys for determining strengths and weaknesses as well as prescriptive materials and instructional plans.

Reading Pathways was developed for the tenth grade to help senior high teachers incorporate effective reading instruction into their classrooms. Currently, another manual is being developed for grades eleven and twelve.

Reading record cards have been developed for grades 7-10 to provide a record keeping system for reading scores at the secondary level. These cards supply teachers with a record of each student's specific reading skill mastery as well as his or her standardized test scores.

The Cleveland UDP has developed a packaged curriculum program called "Using the Second 'R' Writing Kit," that can be used as an effective resource to enhance students' basic written communication skills. The materials can be used in conjunction with any intermediate elementary language arts curriculum or as a self-contained series of sequential lessons, classroom activities and evaluation techniques. The basic purpose of the writing kit is to present writing skills which students at the intermediate grade levels generally need to develop so that their abilities in written communication will constantly improve and become more effective. The content of the materials is organized into four (4) major units. The kit includes an introductory unit on reference resources and additional units on writing fundamentals, functional writing and creative writing.

Cincinnati has emphasized the academic atmosphere by initiating several student development programs that are directly tied to the existing curriculum. Hence, the citywide school programs remain consistent and undiluted while the students are involved in exciting activities that are designed to reinforce positive attitudes and stimulate further interests in education. Student attitudes, rather than the curriculum, are modified so that a positive academic atmosphere is a feasible goal in the school. Detailed descriptions of these programs are available. For this publication, however, a brief listing with definitions is provided below:

1. Academic League. Academic league competition provides an arena for students to excel in academics much as they do in athletics. All students in grades 2-12 may compete in areas such as English, math, social studies, science and general knowledge. Competitions are held each quarter in each school. In addition, some interscholastic competitions have been held. The opportunity to serve on an academic league team encourages students to spend time studying the subject area which has been selected for the competition. Study guides for each subject area are compiled and distributed to all participating classes, helping both teachers and students to prepare for the competition. An elimination quiz is administered approximately two weeks after receipt of the study guides with the top scorers of each class making up the three (3) teams of competitors. Each team has four (4) participants and one (1) alternate. Congratulatory letters are sent to parents of team members asking them to help their

child to study for the competition. All parents are invited to attend the competition. The winning team members receive trophies and special recognition. The academic competitions have become one of the most stimulating programs in the Cincinnati Public Schools.

2. Honor Club/Honor Roll. Honor societies, honor clubs and honor rolls encourage students to maintain scholastic excellence as well as qualities of leadership, behavior, citizenship and responsibility. Honor society and honor club require each student to have a "B" average and exhibit excellence in character, service, citizenship and leadership. Induction ceremonies are held for honor student groups; parents are invited to attend the program. Organized activities involving these students give additional incentives to maintain the requirement for such honors.

3. Academic Motivation. The academic motivation program is designed to motivate students who missed the honor club/honor roll by one grade (point). Students are identified quarterly by instructional leaders (not principals) who consult with teachers and counselors. The instructional leaders meet with students in small groups and review teacher progress reports which indicate areas that need improvement. Parents receive a copy of the progress report, and then help is solicited in ensuring ample study time is available. Student progress and grades are

monitored quarterly and recognition is provided not only for each student who moves from an average to an above average status, but also for those students who maintain their point average. In several schools, an academic motivation pilot program is being tested. Academic motivation students with special needs in reading and/or math participate in an after school club. Club activities center around strengthening math and reading skills.

4. Talent Search. The talent search program is designed to encourage students with special interests, abilities or potential in the areas of creative writing, visual arts and performing arts. Each quarter, all students in grades K-12 are invited to submit works in creative writing and visual arts. During the months of September and October, every classroom posts information about the creative writing and visual arts focus of the talent search program. Motivational activities are arranged to emphasize areas of focus. Quarterly creative writing works are published and visual works are displayed. The performing arts program is scheduled during the fourth quarter. At the end of the school year, a selection of visual art works is exhibited for students and local artists. Selected creative writing samples of all works submitted during the year are published.

5. Council of Students. The UDP Council of Students (COS) has three (3) purposes: (1) to broaden student under-

standing of UDP student related goals (achievement, conduct and motivation), (2) to develop student leadership skills, and (3) to create opportunities for student input into the project. Student councils have been established in all UDP schools. Three (3) representatives from each homeroom are elected to serve on the student councils. Each of the councils selects representatives to serve on the central UDP Council of Students. These students, selected by their peers, represent the elementary, middle and senior high schools. Four meetings are scheduled annually. For each meeting, students prepare a written report which is shared with other COS members.

Schools in Toledo which are participating in the Toledo UDP School Improvement Plan must have a planning committee comprised of representatives from building administration, teaching and non-teaching staff and the community. The planning committee coordinates the building needs assessment, goal setting and implementation procedures. As one part of its plan, the Toledo Public School system has developed a comprehensive inservice program for its teaching and non-teaching staff. Samples of these offerings include mainstreaming handicapped students into regular classrooms; dealing with special problems of students from non-traditional families; working with culturally different pupils; and 37 separate professional growth course offerings, some of which were eligible for university credit.

Additionally, the Toledo Public Schools have developed several instructional support policies and programs which directly affect the students. They are as follows:

1. A mandatory six (6) hour school day for high schools.
2. A two (2) credit increase in graduation requirements. One of these additional credits must be in math.
3. An extracurricular activities pilot which monitors participant achievement in extracurricular activities.

A computerized inventory system for equipment and supplies, developed by the Toledo Public Schools, represents another positive approach toward better management of instructional support materials. The system is available for all teachers and enables them to have useable and appropriate resources as they are needed.

Building Security and Safety

Concern for a child's safety while away from home for any reason is a pervasive fear among many parents. In Cincinnati, the results of a parent survey for secondary school students shows that forty-five percent (45%) of the 2,618 respondents believed their children were not safe at school. Administration and staff must be sufficiently "street wise" to keep the "streets" out of the schools. Since many teachers have middle-class values, some inservice that explains the realities of urban life and a building level plan for preventing or dealing with unwanted excitement are necessities. One method of reducing school problems is careful and consistent supervision. The Cincinnati UDP has invested part of its resources in personnel who provide supervision of hallways and playgrounds.

It is important to protect the physical plant, equipment and materials during those times when the school is vacant. For this reason, the Cincinnati and Toledo Public Schools have installed an electronic monitoring system for their buildings. This system provides 24 hour surveillance information and has contributed to a substantial reduction in vandalism. An additional feature of the system which is available in some buildings is energy monitoring which enhances the physical learning environment by preventing such things as water damage or heat deficiencies.

Discipline and Regulation

In the experience of the UDP schools, classroom behavior, school spirit, peer conscience and morale of staff and students are all closely interrelated. The cause and effect sequencing of all of the above is obvious and well known to all educators. What UDP has learned is that efforts to improve pupil behavior are most successful when there is both a schoolwide and districtwide effort to set standards, consequences and rewards.

In Cincinnati, a districtwide drug investigation, complete with undercover investigators from the Cincinnati Police Juvenile Division, has been in effect for the past two (2) years. Although no cause and effect claim can be made, the efforts over a five-year period to instill a common UDP code of conduct in both the secondary and elementary feeder schools cannot be entirely overlooked.

An adopted UDP uniform code of conduct has set high expectations for all students and staff, something that effective schools research emphasizes repeatedly. UDP students moving from elementary to middle to senior high schools know that the same rules of behavior will continue to apply equally in all schools and classrooms within the UDP area. This consistency and cooperation among principals and staff contribute to lessening student anxieties and improving the likelihood of enhanced academic achievement.

Toledo Public Schools has adopted a uniform, systemwide code of conduct for its students. This discipline code and penalties for violations of it are prominently posted and uniformly administered in each of the buildings.

In Akron, the efforts of the Buchtel Urban Project and each building's specific school community have focused on developing a process for improving the overall learning climate in each Buchtel Cluster school. Efforts have been made to strengthen, refine and maintain staff, student, parent and community understanding of and appreciation for the characteristics of effective school learning climates and the implications for Buchtel Cluster schools. Among these efforts are the following:

1. The establishment of building leadership teams to carry out learning climate improvement activities.
2. The implementation of a school learning climate assessment.
3. The utilization of "Operation Curriculum" to develop school learning climate action plans.
4. The provision of feedback to the school community regarding progress of action plans.
5. The development of a Statement of Purpose (beliefs) reflecting the major position of the staff relative

to the mission of the school for maximizing the achievement of all students in the school.

6. The initiation of a School Achievement Plan which includes
   - (A) Learning objectives to be mastered in each subject and grade level.
   - (B) A standard for mastery performance in the schools.
   - (C) Formal assessment using a pre/post test design.
   - (D) Progress reports for parents.
   - (E) Certification of mastery of skills.
   - (F) Role expectations for teachers, students and parents with regard to the school standard for mastery.

SUMMARY

The experience of the UDP urban districts relative to the establishment of a positive learning climate involves three (3) major areas of concern: (1) reputation, (2) building appearance and (3) school spirit. Strong organization at all levels of administration and within support teams is essential as is the instructional leadership provided by the building principal.

Clear communication is a primary factor not only with central office, but with parents and the community at large. Evaluation feedback from surveys, achievement tests and other records is a necessary part of both internal and external communication systems.

Although class size is not directly affected, the special needs in urban schools are addressed first. School closing, segregation and underutilized buildings create special problems for urban school districts.

Instructional support, i.e., books, materials, equipment, staff and a viable plant, is critical to efficient and competent implementation of new programs. Learning guides are resources to help teachers incorporate the teaching of reading skills into their classroom instruction.

Student development programs have reinforced positive attitudes in students and have served to stimulate further interests in education. Such programs include academic league, honor roll club, academic motivation, talent search and the Council of Students (COS).

In order to allay the fears of parents relative to the safety of their children while at school, inservice and a building level plan for dealing with unwanted excitement are necessary. Supervision is a key element for reducing school problems.

Discipline in urban schools is enhanced when there is both a schoolwide and districtwide effort to set standards, consequences and rewards. Students moving from one attendance area to another know they will be governed by the same regulations. This consistency contributes to lessening student anxieties and fosters the likelihood of improved academic achievement.

Chapter 6

STUDENT SERVICES

INTRODUCTION

Student services are those activities which lend support to classroom teachers and the instructional process. The student services program in an urban setting is, of necessity, comprehensive and far reaching. Considering the diversity of pupils, their cultural and social backgrounds and their varying levels of academic progress, the student services program can be, and indeed is, the most vital of the support systems within the urban school district.

In order for the student services program to be effective, school boards and administrators must be willing to allocate sufficient time and resources to achieve the goal of "excellence" for urban pupils. The strength of a model school program is determined by the scope and depth of student services and their efficient implementation.

Good schools become better schools as they advance beyond the minimum standards. To do so requires frequent self-appraisal and a commitment to effecting change wherever change is required. The administration and staff are encouraged to use the results of self-appraisal studies to communicate the strengths and needs of the general educational program to the school board, to parents and to the community. This chapter will present a brief overview of some of the student services which have been developed or enhanced through the Urban Demonstration Projects.

In order for the reader to obtain a better insight and understanding of student services available in urban school districts, the following programs are discussed.

Guidance Program

The guidance program in urban schools should be multifaceted. Individual, small group and classroom guidance activities are at the core of the program. Other activities may include the following:

1. Psychological testing
2. Identification of pupil characteristics (attitudes, interests)
3. Coordination and utilization of school and community resources

Ohio school districts participating in the Urban Demonstration Project have developed a variety of guidance programs to support classroom instruction. Akron, for instance, established an elementary guidance committee consisting of teachers from all grade levels. The committee assists in the planning, implementation and periodic evaluation of the guidance program. A specific responsibility of the committee is to develop guidelines for classroom guidance activities which are developmental, preventative, and remedial in nature. A career counselor has been appointed to articulate curricular provisions which ensure the inclusion of content to help students in the following areas:

1. Self-esteem, self-imagery and motivation
2. Interpersonal relationships and attitudes toward school

3. Appreciation for the relevancy of education
4. Development of study skills
5. Knowledge of the world of work
6. Use of leisure time

In Toledo, each high school has prepared a pamphlet which lists available courses and requirements for graduation. The pamphlet, which is made available to all entering freshmen and their parents, can be used in planning high school schedules and future career choices.

Enhanced Instructional Services

A number of programs have been developed through UDP funds which provide enhanced instructional services to pupils attending urban schools. The Akron UDP established a High Intensity Mathematics Center and a High Intensity Reading Center in the Buchtel Cluster schools. These programs help students to improve their skills through enrichment, developmental, or remedial activities. Diagnostic pre- and post-testing is a part of these programs.

Additionally, UDP funds have been utilized to purchase computers and computer software for a program of computer education at all levels in the Akron Buchtel Cluster schools. This program responds to the urban student's need to be better prepared for the rapid increase in high technology.

Pupil Appraisal

In addition to the basic testing program, evaluation instruments are available for use in special cases related to the study of individuals or classes or for program evaluation. Urban Demonstration Project funds have been utilized in Akron's elementary schools in the Buchtel Cluster to implement the Prescriptive Reading Inventory Reading System (PRI/RS). This program not only allows for diagnosis, it also prescribes approaches for addressing student inadequacies at all levels.

A planned program of inservice education has been developed to assist teachers in the proper utilization of test data. Emphasis is given to the implications of the test data and to the diagnosis of pupil strengths and weaknesses.

In order to gain insight into student achievement at all grade levels, Toledo Public Schools has adopted a new standardized system-wide testing program. Students are assessed in reading and mathematics in grades 1-8 and grades 10 and 11 respectively.

In Cleveland, mastery learning materials have been developed for grades 1-6 in mathematics. The units are correlated with objectives of the graded course of study. Teacher directions, which accompany each unit, are designed to reflect a mini-inservice on paper. Emphasis is placed on the development and interrelatedness of basic mathematics concepts. These directions also include references to available materials (local and state resource guides and handbooks) to assist teachers with classroom instruction. A record keeping system has been developed to monitor student progress throughout the packet of criterion-referenced tests. Over 100 teachers were involved in the piloting and development of the material.

Another product of improved pupil appraisal services developed through the UDP is Cleveland's Classroom Test Skills. This is an in-service program designed to improve teachers' knowledge and skills in the teacher-made tests. It consists of four (4) units of teacher-centered activities with slide/tape programs serving as "advance organizers" to the units. The units are the following:

1. Planning the Test
2. Constructing Test Items
3. Assembling and Administering the Test
4. Scoring and Analyzing the Test

The program is designed to be presented by an instructional leader to groups of classroom teachers at inservice meetings. Each of the four (4) units requires approximately two (2) hours to present. Two (2) one-hour workshops are necessary for evaluation purposes.

The Classroom Test Skills teacher training package contains the following:

1. A Glossary of Classroom Test Skills
2. Three 15-20 minute slide/tape programs
3. A manual of instructions detailing the use of the package and objectives
4. Four (4) units of activities including teacher worksheets
5. Self-check questions for each unit
6. A bibliography
7. A checklist of classroom test skills
8. A test of classroom testing knowledge

Cumulative Records

In accordance with state minimum standards, schools maintain a cumulative record for each pupil containing identifying data and information on assignments, academic progress attendance, and test scores. Provision is made for filing of supplementary data, and the records are easily accessible to all staff members. The Akron UDP has expanded the individual records to include awards, scholarships, college acceptance, a follow-up of studies after graduation, and work experience.

Reporting Pupil Progress

Since a major objective of reporting pupil progress is to communicate with parents, the Buchtel Urban Demonstration Program engages in a periodic assessment of parental opinion regarding the effectiveness of the method and format. This assessment determines, to a large measure, the type and extent of the reporting procedures.

A parental survey also is utilized to obtain parental input into decisions regarding student program placement.

Home Visitations

An educational aide was hired in Cleveland for each elementary and secondary school in one attendance area. These aides were usually persons from the immediate community of each school who were given the title of "community aide." The aides were trained by a counselor who also was familiar with the community. The training oriented the community aides to the resources inside and outside the community which offered services for problems directly affecting the students or their families. In many cases, the orientation was accomplished by directly visiting an agency. At other times, agency personnel were invited to a school to explain the services of their particular agency. Agencies which the aides visited or which were discussed in the orientation included Cuyahoga County Welfare Department, Cuyahoga Metropolitan General Hospital, Juvenile Court, City of Cleveland-McAfferty Health Center and the West Side Community Mental Health Centers.

In conjunction with the community aides, a manual was developed which lists the community resources and educational programs in the system. The resource book was distributed to each principal, assistant principal and counselor. The manual also was distributed to agencies on request.

Special Education

To meet the federal mandates of mainstreaming special education students, Toledo Public Schools developed a series of inservices which were made available to school personnel. These inservices provided information to teachers and staff which increased their awareness of handicapping conditions and how to deal with them.

SUMMARY

Student services in each of the UDP urban school districts, although varied, are designed to support academic achievement. Through UDP funding, urban schools have been able to improve upon or eliminate many of the conditions which, traditionally, have been deterrents to educational excellence.

The guidance program, staffed with career counselors, has provided an invaluable service to instructional staff. The pamphlets produced by Toledo have enabled parents to participate in class scheduling and to help their children make career choices.

UDP funds made possible the implementation of a computer education program at all levels in UDP schools, and provided the means for purchasing supplemental resource materials for the High Intensity Math and Reading Centers in Akron. Pupil appraisal is essential to urban student mastery of the basic skills and other curricular offerings. Diagnosis and prescriptive instruction/learning have enhanced the opportunities for achievement of urban students.

Inservice to teachers relative to the Classroom Test Skills training package has improved teacher knowledge and competence in constructing reliable teacher-made tests and assessment instruments. Reporting of pupil progress has involved a periodic assessment of parental opinion relative to the effectiveness of UDP programs and has helped to guide determinations about the type and extent of reporting procedures.

The home visitation programs developed through UDP funds have brought the community and the schools closer together through the efforts of community aides. The manual of community resources and educational programs in the school system has provided valuable assistance to school administrators and staff.

Finally, the inservice programs in special education have improved teacher awareness of handicapping conditions and how to address them.

The enrichment and enhancement of student services in an urban setting cannot be ignored if education is to fulfill its primary role - the creation of instructionally effective schools. The challenge for the school is to take the initiative, perform the research, collect the data and implement the program.

Chapter 7

PERSONNEL

INTRODUCTION

For the purposes of this chapter, "personnel" refers to all persons who work in a school. This would include volunteers as well as certified and civil service personnel. This definition is used because it is believed that all people in a school determine its effectiveness.

There is a five (5) word saying common to the education profession that sums up this chapter perfectly—"The teacher makes the difference!" Everyone knows it to be true, whether we are speaking of kindergarten teachers or college professors; everyone remembers the joy of being in a "good teacher's" class and the embarrassing drudgery of the "poor teacher's" class. Although most students in a given school can agree on who the "good" and "bad" teachers are, it seems to be an impossibility to identify precisely what makes the difference. It even seems to defy the clinically scientific investigation of highly qualified educational researchers. A significant amount of research has been published in this area by such notables as McDonald, Rosenshine, and Stallings, but the applied usefulness of their findings is, as yet, not as clear as the educational community would like.

The fact that many pieces of the "good teacher" puzzle appear to be missing should not stop urban school systems from utilizing those pieces of information that are fairly obvious. Such variables as high teacher expectation, respect, enthusiasm, fairness, and knowledge of subject matter seem to permeate all of the data associated with "good teaching." It would behoove all school systems to capitalize upon what is known and integrate these qualities into such areas as staff development, inservice programs, appraisal procedures and performance expectations.

Since a teacher's influence over a child's life is far-reaching, there is great concern regarding the status of the person who fills the position of teacher. The life of any teacher is filled with enormous demands that are commonplace, but the urban teacher usually has additional problems that compound the stress. Four (4) of the most common compounding problems are the following:

1. The beginning urban teacher often has limited personal experience in urban problems.
2. The majority of the urban teachers who are currently in our classrooms have experienced an economic crisis of some type (either state or local) which resulted in major cutbacks in programs and staff and the associated humiliation of being terminated from employment.
3. The omnipresent potential for involvement in lawsuits.
4. The inability to improve their own working conditions, let alone the community conditions.

Many other examples present seemingly never ending lists of teacher problems that are tied in to urban school systems.

It is no wonder, then, that the term "burnout" is so frequently applied to many teachers; yet these same teachers who have been cast into the vortex of the social, political, and economic problems of our times and must "make the best of it," are the key sculptors of our children.

The remainder of this chapter attempts to offer some solutions/ approaches to these problems as they have been implemented in the UDP schools.

INSTRUCTIONAL LEADERSHIP: THE PRINCIPAL

Research on effective schools repeatedly emphasizes the importance of strong instructional leadership at the local school level. The building principal is the key person in the instructional process. According to UDP philosophy and practice, the person who should make the decisions regarding all educational practices within a school is the principal. The principal's decisions change the educational environment of a school by motivating students, staff members and community residents to believe in the academic and career excellence of UDP students.

Since the principal is the primary person who is responsible for merging all programs and services in a school into a comprehensive attack on the problems of the students, the UDP philosophy states that it is the principal who should make the decisions about UDP resources, programs and activities. Effective coordination focuses the resources of all programs in a way that allows each student to receive the kind of program that is best for her/him. For this reason, a Council of Principals (COP) consisting of the principals of the UDP schools is the decision-making body and is responsible for overseeing the implementation of its decisions.

The Council of Principals has full control over the educational policy of UDP. The full council meets monthly throughout the year to decide which programs should be introduced, continued, modified or eliminated. Subcommittees usually meet on a monthly basis or whenever necessary. Each major component of UDP has a corresponding COP governing subcommittee. Hence, the educational decisions are made by those persons and by the building principals who are at the cutting edge of the educational process.

CENTRAL OFFICE SUPPORT

Schools in large urban districts require an elaborate system of support in order to mold themselves into a thorough and efficient system of education for the community. Virtually every central office employee, from those arranging centralized purchasing, maintenance, and transportation to the instructional supervisors and curriculum specialists, influences the instructional program to a certain degree. Personnel must be hired, contracts negotiated, and decisions made regarding everything from textbook adoptions to paper towels for the lavatories. A failure at any point can result in costly school shutdowns and almost always involves the school principal.

The UDP control management staff in Cincinnati tries to shoulder an extra amount of this administrative load. The project coordinators supervise a staff of four (4) component coordinators, each of whom in turn operates specific areas of the UDP, i.e., staff development, student development, university/community involvement, and support (business) services. In addition, a part-time UDP funded evaluator assists principals with local school evaluations as well as with project-wide studies, which, hopefully, assist the principals in making instructional decisions.

The central management staff is entirely responsible for completing all of the administrative requirements placed upon UDP by both the Ohio Department of Education, Urban Programs Section and the Cincinnati Board of Education. It should be clearly understood that any additional administrative load created by UDP is never "passed on" to the principals.

If additional paperwork is required as a result of UDP activities, UDP personnel (management staff, instructional leaders, or home-school facilitators) are responsible for collecting, writing and analyzing the required paperwork content.

The UDP central staff also has many opportunities to serve in a liaison capacity between the UDP principals and other central office departments, especially the department of curriculum and instruction and the educational opportunities branch. Since several members of the UDP management staff serve on various other central office committees or perform additional central staff assignments, it is a simple matter to communicate both project and general fund goals and problems to a wide range of education and lay personnel.

TEACHER INSERVICE/STAFF DEVELOPMENT

A common characteristic of teachers is their interest in discovering new things. This phenomenon is evidenced very clearly in the ever present demand for inservice programs. It cannot be overemphasized that the key to implementing effective inservice activities is staff involvement in the planning process. A staff needs assessment to ascertain the focus of training is essential. There are several categories of need which occur frequently:

1. Basic Skills Improvement. Comparisons of schools by Ron Edmonds, Wilbur Brookover and others have yielded factors that are related to effective schools. This "effective schools" approach has promoted a statewide effort

to improve Ohio's schools in those identified areas that seem to correlate most directly with student achievement. Two crucial elements are the dedication of staff to basic skills and the instructional leadership of the principal. The School Improvement Program (SIP) process is initiated with inservice planning time. School staff, including certificated and noncertificated personnel, develop a plan tailored to the needs of their individual school. This inservice most frequently includes the topics listed below:

A. Preview of "effective schools" research
B. Review of achievement test data
C. Review of parent, student/teacher surveys
D. Outlining school strengths and weaknesses
E. Determining school needs
F. Developing specific action plans

2. Professional Teacher Growth. Urban teachers must constantly upgrade the skills and knowledge that they use every day in the classroom. Although this is not unique to urban schools alone, it is possibly more important for teachers in urban schools. The list of inservices provided by the Cincinnati UDP in a year includes the following:

A. Assertive Discipline
B. Working Effectively with Parents

C. Improving Home-School Relations

D. Organizing Parent Volunteer Groups

E. Content Reading

F. Improving Basic Skills in Reading

G. Teaching the Writing Process

H. Creative Writing

I. Test-Wiseness

J. Team Building

K. Minimum Competencies/Cincinnati Instructional Management System (CIMS)

3. Motivation - Key to Success. Even old ideas like motivation need to be reworked to become more meaningful in urban settings. For example, it is not especially inspiring for urban children to hear middle-class teachers recite long-range middle-class goals. New staff members to an urban setting usually need special help in understanding how to generate and maintain enthusiasm for learner objectives that are meaningful. The special motivation techniques that have proved to be successful for many urban teachers can be taught to other teachers.

4. Personal Growth. The urban teacher is confronted with an array of changing problems that require an equal amount of change in personal development. The UDP central and school staffs have identified a dozen or more areas that should receive emphasis in urban education.

The list includes the following:

A. Employee Health Awareness: Get Fit - Stay Well

B. Stress Management: Coping with Job Burnout

C. Coping with Change

Other approaches used in UDP projects, like Toledo's, include the establishment of a staff development office to provide coordinated services to the entire school system. This has resulted in more effective programs, greater staff participation and satisfaction with staff development offerings. A complete needs assessment was conducted by the staff development office, the results of which established a focus for inservice offerings.

Since the principals of buildings play such a key role in the success of their schools, they received extra attention. As a part of the School Improvement Program funded under UDP, a "Principal's Academy" was conducted for elementary principals in the Toledo system. The academy offerings paralleled the instructional leadership correlates of effective schools' research.

The "Fifth Day Concept" was an alternative approach to inservice training for teachers employed in the Akron public school system. This approach permitted teachers to personalize their inservice programs. The teachers assessed their individual needs, determined their inservice goals and identified activities which would accomplish these goals. The teachers were permitted two (2) days within the school year to pursue their individualized plans. On these days, the teachers' students received special instruction designed to enrich the curriculum.

These special lessons were provided by instructional teams headed by administrative staff from within the school system.

Another effort of the Akron Buchtel Urban Programs Office is to strengthen, maintain, and refine the curricula at Buchtel University High School. Areas of emphasis include the following:

1. University inservice training for staff
2. Professional growth workshops and seminars for staff
3. Planning time for extended school year

Staff inservice meetings were conducted bi-monthly to update staff and coordinate the program thrust. Planning time of one (1) week was extended to the faculty of the career clusters to assure program continuity and quality effort.

In Cincinnati, UDP staff members, through a simple direct process, can request the coordinator of staff development to give consideration to a topic for inclusion in future inservices. The coordinator also will work with a school staff development committee (through a "needs assessment" process) to develop a proposal for inservice. The coordinator then organizes and presents the requests to a subcommittee of the Council of Principals (COP) and, if approved, plans the inservice with those persons who originated the request. For these inservices, which are entirely funded by UDP, all of the administrative details are handled by the coordinator.

Inservice through UDP is primarily of two (2) varieties. First, school-based inservice is conducted for an individual school as determined by the "needs assessment" process. Second, projectwide inservice is provided when a common staff development need is determined to exist for a number of schools.

There is also a second approach for securing inservice in UDP schools. The involvement of nine (9) UDP schools in the School Improvement Program (SIP) generated many additional opportunities for total staff inservice.

Although these programs were not completely sponsored by UDP, it is of some importance to understand that SIP plays a significant role in ninety percent (90%) of the UDP schools. Therefore, UDP personnel work closely with the SIP process in all project schools.

The UDP director serves on the SIP planning committee and the project's staff development coordinator works jointly with SIP and UDP. In each of the project schools, UDP personnel were involved throughout the SIP process. Management staff members helped in the general planning sessions, acted as participants in the workshops and/or facilitated inservice training. UDP also funded a portion of the inservice for SIP. The following is a brief description of the Cincinnati public school system's SIP process.

1. There are presently twenty-two (22) schools (nine UDP schools) involved in SIP. The purpose of the program is to focus each school's energies on improving achievement. School teams made up of the principals and several key staff members are introduced to the research on effective schools. These teams are, in turn, responsible for coordinating their school's efforts in the School Improvement Program. SIP school staffs are

eligible for six (6) hours of paid inservice each semester. The inservice time is to be used for needs assessment, staff planning and training in specific skills or teaching techniques. Before receiving funds, each school must develop goals and objectives for use of the inservice time.

2. After the proposed inservice plan is completed, the next step in the process is to introduce SIP to the entire school staff and gain commitment to the program. The format for the first six (6) hours of training generally includes the following:
    - A. Introducing the School Improvement Plan
    - B. Reviewing the school's most recent achievement results in detail
    - C. Reviewing the school's achievement test data and SIP results from the last five years
    - D. Targeting areas of need
    - E. Developing specific strategies and action plans
    - F. Implementing action plans
3. The areas of need that emerged included
    - A. Improving basic skills instruction
    - B. Improving school climate
    - C. Improving discipline
    - D. Improving school management
    - E. Increasing parent and community support

Under the guidance of the principal, school staffs form committees to focus on specific areas of need for their school. The committees in the nine UDP schools worked with UDP management and school staff members or recommended resource people from Cincinnati Public Schools to develop strategies for implementing action plans.

TEACHER SELECTION AND APPRAISAL

Large urban school systems often have a complex task in staffing schools with teachers who can relate well to the student body and put educational theory into practice to meet the needs of the students. It would appear, sometimes, that there is little room for negotiating changes in staff. In the combined experience of the UDP central and local staffs, however, this is not true necessarily over the long term.

Although all teachers in both suburban and urban schools face similar challenges, the challenges are often set in totally different contexts. Some teachers not only "handle" the urban challenges better but even seem to be able to capitalize on them and use them to a distinct advantage. To find master teachers with the qualifications, abilities and dedication necessary to teach/direct the preprofessional programs in a university high school, the Akron Urban Demonstration Project determined the attributes required, developed a job description, posted the positions and interviewed candidates. These master teachers were employed on an extended contract to write and update courses of study, set up field trips, schedule specific speakers and develop new and innovative curricula for their specific preprofessional program.

Unfortunately, not all teachers who are placed in urban schools are those who can best "handle" the challenge of teaching in such settings. Some cannot even change after years of experience and extensive inservice training. Consequently, it has been the experience of UDP staffs that direct personal counseling by the principal and other staff members may be beneficial for members of an urban school faculty. Further, although the well-being of the school and students is dependent upon every staff member, certified and non-certified, it is clearly the teaching staff that is the key. Therefore, the teacher/administration appraisal process must be used to make the hard decisions regarding who is contributing to the solution and who is contributing to the problem. It is not enough simply to have good intentions; staff members must be able to perform their duties effectively and contribute positively to the overall good of the school.

In a concerted effort to assist teachers who are having difficulties in meeting the challenges of an urban school, the Toledo Public Schools administration and the Toledo Federation of Teachers (union) have developed jointly, a nationally recognized teacher internship and intervention program. Master teachers are used to provide expertise and guidance to beginning and/or identified experienced teachers who are in need of assistance.

It is possible, of course, that some teachers, even with such assistance, still may be unable to function well in an urban school setting. It must be emphasized that although counseling a teacher out of an urban school may be traumatic at the time, it is probably the kindest thing one can do in the long term for both the teacher and the students. A suburban school with highly motivated students who will learn despite the teacher, is undoubtedly a much better place for teachers who become defeated by the daily frustrations and heart-breaking problems that represent the real world of the urban school.

STAFF RATIOS: A NEED FOR SPECIALIZED PERSONNEL

Experience shows that in addition to having a well trained and capable staff, urban schools must be staffed at a higher rate than their suburban counterparts. Through special federal (Chapter I) and state (DPPF) compensatory programs, this is actually happening to some extent in most urban schools in Ohio. However, it is not just smaller class size that is critical. Some schools have kindergartens or foreign language classes. Still others may have such high pupil mobility that an additional secretary is needed just to keep abreast of the transfers and new enrollees.

One need in evidence in the urban setting is for specialized support personnel in both instructional and noninstructional capacities. UDP has learned that it must clearly explain and document the special needs for central administration decision makers so that requests for additional staff will not be rejected with a simple comment that "research" shows no significant correlation between pupil/staff ratios and standardized achievement scores. The goal setting process used by

UDP (Council of Principals) in Cincinnati to identify, document and report special needs has proved to be especially helpful in convincing decision makers of the need for additional staff. For example, it has been demonstrated that need exists for two (2) extra categories of specialized personnel for Cincinnati UDP. They are the following:

1. Instructional Leaders - Certified personnel who implement special programs, support the instructional program and provide administrative assistance.
2. Home-School Facilitators - Civil service personnel who serve as school-community resource persons and work in the area of attendance improvement.

In Toledo Public Schools, a position of Human Relations Ombudsman has been created to improve communication between the system and its various publics. This function has been particularly important in situations of potential unrest and in sensitive cases involving staff and/or students.

ORGANIZATION: A CRITICAL KEY FOR A SUCCESSFUL URBAN SCHOOL DISTRICT

Possibly the most important step an urban school system must take in addressing the particular needs of its schools is to organize those schools as a group and get them involved in designing their own school programs. The combined wisdom of the four (4) UDP urban school systems represented in this chapter strongly suggests that the special needs of urban schools must be specifically identified, documented and agreed upon by the staffs of all of the individual schools located within the UDP area. Solutions to the needs must then be designed (preferably by the school staffs), supported and reported to central decision makers. After gaining the necessary central support, the responsibility for executing the agreed upon improvements must lie with the principals and staffs of the individual schools.

The Council of Principals (COP) hires its own coordinator, director and management staff, and central office and local school personnel who are responsible to the COP for carrying out the UDP programs. Each project component has a COP subcommittee that studies the problems and progress in its component and reports to the full COP. The decision making power, therefore, rests at the very cutting edge of urban education with building principals, teachers, secretaries and other school staff.

SUMMARY

Without question, the staff members present in a school are the most important resources, and of all the different types of staff members, it is undeniably the teacher who is the key to the effectiveness of a school. The attitudes, knowledge and expertise of teachers and other staff members can be influenced by staff development and inservice programs which are designed to help them become better adjusted to an urban environment. Because of the special needs required by an urban setting, not everyone can function well in the high stress area of urban education. Careful selection of all staff is of primary concern. Staff ratios must be higher because of the need for specialized personnel. Above all, the administrative organization must be flexible enough to permit staff personnel decisions to be made, at least in part, by the school-based administrators, as suggested by UDP.

Chapter 8

COMMUNITY AND PUBLIC RELATIONS

INTRODUCTION

Community and public relations, by definition, involve the cooperation and interaction between the community and school. Drawing on their in-depth studies, Brookover, Beamer, Efthim and other leading researchers note that while the intent of parent involvement has been to keep parents informed of school activities and to insure their support, the result has been a public relations effort to make parents feel good about the school and to portray the school as an effective, well-run organization.

In their publication, Creating Effective Schools, these researchers assert that although these are not improper purposes, it is questionable whether the time and energy spent by the staff promoting and conducting parent involvement activities carries over and contributes to improving student achievement. Efforts of teachers and parents must be directed toward the first order of business of the school, and that is teaching for high achievement for all students. All other purposes must be secondary. It is the direct responsibility of the principal and staff to focus the energies and efforts of parents on academic concerns. A basic belief of urban educators must be that the attitudes, expectations and behaviors of the staff do, in large part, make the difference between a high and low achieving school. Decisions about how people can promote student achievement are of prime importance.

These leading researchers continue to affirm that this is true not only in terms of what the staff does at school, but also in terms of what the school should expect from parents at home. In too many instances the school does not clearly explain to parents how they can assist in raising their child's achievement or firmly communicate that parents are expected to support their child's academic efforts and school program.

The roles of the community and of the urban school district must be mutually understood. The flow of information basic to this relationship is necessary and indeed imperative, if the goal of effective education is to be attained. Written materials, informational meetings and a continuing effort to provide an understandable interpretation of school policies, program purposes, plans, strengths and needs are of paramount importance. The urban school is a complete entity defined only by its size and diversity. Students come to the urban school from all walks of life and with all types of abilities and expectancies. For these students and their parents, school-community activities must demonstrate evidence of a cooperative assessment of community needs, define the purposes of programs and foster planning for future educational improvement.

Written materials relating to the school's purpose, the meetings designed to further an understanding of the school program, the activities that involve the community in a cooperative assessment of the school's purpose and the methods used to develop and maintain mutual respect and cooperation between public and nonpublic schools are the instruments that should be used by the school's community and public relations section. Effective working relationships with community agencies; efforts to develop and maintain rapport with mass media, school personnel and educational agencies; and the use of the community as a resource also will be dealt with as necessary elements to effective community and public relations.

Studies by Dr. Benjamin Bloom, Dr. Lawrence Lezotte and many other researchers provide strong evidence that the academic failures common in low income and/or minority schools need not occur. Unfortunately, the social system in most low achieving schools is designed to accept failure. If the concept of the "J" curve (Allport, 1934) with its assumption that nearly all can and will learn were accepted, a mastery model of instruction in which the results would conform to those high expectations could be developed. Brookover, Beamer, Efthim, et al., in their work Creating Effective Schools, state that the adoption of this position does not mean that some hard realities of education must be ignored. In fact, there may be some community and peer group norms and some economic facts of life that are contradictory to high achievement in low income and minority areas. However, there are also some norms in these communities that are more supportive of high achievement than some of the norms of higher income communities. There is no evidence to show that negative community factors, where they exist, must result in low achievement in school. The contrary is true. High achieving, economically disadvantaged students do exist and are living proof that poor children can be educated to high levels of achievement. Teachers and community members alike must work to improve the quality of community and public relations as they exist in today's schools in order to produce and maintain an effective school in an urban setting. They must be increased and refined for maximum impact. A model program draws heavily on an informed community for support and input. It must do this if it is to be successful.

Effective urban schools will not be produced if urban educators just try to meet state minimum requirements. Intervention is necessary in most cases and that's why intervention techniques should be closely connected with model program goals.

DESCRIPTIONS OF PRACTICES

This section will provide the reader a greater understanding of the elements necessary for the development of an effective community and public relations program in an urban setting. The intent is not to be exhaustive, but to provide a description of the practices of UDP school districts relative to this issue.

Written Materials

Brochures which explain pupil services, describe new programs, and introduce instructional materials; school newspapers, and well-written letters to parents that keep them abreast of school events are necessary interventions in urban education. Professional narratives on pupil work samples, proficient reports of pupil progress, as well as regular newspaper releases concerning school, pupil and staff achievements are components that augment community relations by articulating the aspects of effective schools.

A practice within the Akron system is the placement of descriptive brochures, other school publications and take-home materials in the lobbies of public buildings. As a direct result of the Buchtel Urban Demonstration Program in the Akron school system, brochures which advise students of the opportunities available in a given urban program and individual course descriptions have been made available for distribution.

The Toledo Public Schools has developed an annual pamphlet called "Goals for Schools" which is available throughout the district community. The "Goals" explains in summary form the priorities of the system, how they are being addressed and other pertinent information. It also includes names of board members and other contact persons.

An expanded version of the "Goals," which includes budget information, has limited initial distribution but is available to anyone on request. Urban Demonstration Program funds have enabled Toledo Public Schools to develop a series of brochures for parents which explain learning objectives and grade level expectations. These are distributed prior to parent conferences (K-8) or with report cards (9-12).

A parent report also has been developed by Toledo Public Schools which explains and interprets individual student performance on the systemwide tests. These reports are mailed to the parent's home.

The Toledo Public Schools has developed a pocket guide called "Facts." This business card size foldover contains the vital statistics of the system such as number of buildings, employees, students, etc. It has been a popular quick reference and is available in banks, doctor's offices, stores and other places of easy access to anyone in the community.

Beginning with the 1982-83 school year, Toledo Public Schools has issued a bimonthly publication called the School Times. This newspaper is available throughout the community and is also distributed to all staff members. The "Times" includes feature stories of school happenings, personalities, pictures and other events.

Too often, important information for parents is dependent upon students transporting notes home. Cleveland utilizes a more efficient method by using the bulk mailing services of the United States Postal Service to communicate important events to the homes of students. This has been found to be especially effective at the secondary level where students attach less importance to such notices and the number reaching home is highly questionable. Each school may bulk mail information of their choosing six (6) times a year using the bulk mailing permit of the school system. For a school of 500 pupils, the cost is less than $30.00 per mailing. Principals who have used the service report increased attendance at school functions and more positive contact with homes. The responsibility for sorting and mailing lies with the principal.

One service the Cleveland Urban Demonstration Project provides member schools is a vehicle for producing newsletters, handbooks and other written materials at a very low cost. The service utilizes an electronic stencil cutter and a silk screen duplicator. Since the operation of this equipment requires very little training and practically no maintenance (as does most offset equipment), a high school student is capable of running it with excellent results. Back-to-back printing also is feasible. All that is required to produce a stencil is a well-typed or handwritten original. The duplicator will operate with paper as light as sixteen (16) pounds or as heavy as card index. The cost of operation is nominal. Newsline is a quarterly newsletter containing a summary of news, facts and figures regarding all of the special projects funded by the UDP in Cincinnati. It is circulated to the schools and central office as well as to community, business, political and church groups in the UDP area.

Formal mid-year and annual reports give full information on the achievement, attendance, discipline and special projects of the students enrolled in the UDP. In addition, program descriptions and activities are formally presented along with budget and evaluation data. These reports are presented to the State Department of Education, the UDP Council of Principals, UDP school staffs, central administrators and interested community members, businesses and churches. Copies of the reports are available, at cost, from the UDP office in Cincinnati.

The UDP Student Code of Conduct sets forth a uniform code of conduct in all UDP area schools. The rules are reviewed annually by all principals and their staffs, printed in both poster and student handout form and discussed with all students. It helps to overcome some of the natural confusion that results from the high pupil mobility that is characteristic of an urban school district such as Cincinnati.

Brochures for project component areas which provide a brief overview of component activities are available upon request. Each brochure is of related program activities in Cincinnati. In addition to these component brochures, a general informational brochure is available to parents and community persons at all project schools.

School newspapers and calendars of events are published by each school in the UDP program and are distributed to students, parents and a wide range of community agencies including churches. Special programs and meetings that are open to the public are emphasized so that everyone understands the school's genuine desire to function as a true representative of the Cincinnati community.

Meetings

Meetings designed to further the community's understanding of the school program have involved study and discussion groups dealing with phases of the school's program. School visitation opportunities such as open houses; grade level meetings; days for grandparents; and visits from representatives of city government, business, industry and the professions are available. Interventions that allow citizens to visit innovative programs and effective school plants in other school systems can also be arranged. Moreover, the making available of school plants outside regular school hours has increased the number and the variety of community and extra school uses such as recreational programs, meetings and educational remediation and enrichment classes for all age groups.

Activities that Involve the Community

In the Akron Urban Demonstration Project pupils, parents and other interested citizens have been involved in the school's self-appraisal studies and planning for future improvements. Intervention has included slide presentations highlighting innovations in the Akron Buchtel Cluster programming and administrator and staff presentations/addresses to increase awareness of the urban program.

The development and deployment of leadership teams utilizing students, parents, community members and staff for the purpose of ascertaining the school learning climate and other needs has been an effective approach to developing effective schools in an urban setting. The establishment of advisory committees comprised of teachers, administrators, parents, students and members of the community to provide guidance and support to program development, refinement and/or change and geographic (cluster) meetings sponsored by the local board of education to communicate school related concerns of interest to the community, have functioned as interventions that have provided valuable community and public relations support to the Akron UDP program.

Special Meetings

Special meetings to inform parents and students about special urban interventions and neighborhood meetings (ward) to discuss school/community concerns with local legislators have also served to enrich community and public relations. The Academic Booster of the UDP in Cincinnati makes a continuous effort to align local businesses with the schools. All of the schools enjoy the additional help that their business partners provide. Contributions have ranged from coupons for free hamburgers to assistance in writing a computerized attendance program. The Academic Booster's primary purpose is to promote a climate in the community which fosters understanding and support of the educational programs of the system.

Audio-visuals of all types are essential for communication with persons outside the project. The UDP in Cincinnati has developed a slide-tape presentation to explain the special programs and their outcomes. It is available to any interested group.

Working Relationship with Community Agencies

Toledo has used the community as a resource through a comprehensive needs assessment instrument which was developed and distributed throughout all segments of the community. The result of this assessment formed the basis for the Model for Quality Education (MQE) which has become the blueprint for the Toledo Public Schools' educational revitalization program.

A local school advisory council and/or local school budget committee (LSAC/LSB) have been established in all Cincinnati public schools to gain the input of the community for discretionary decisions that are possible regarding school programs and budget. The ten (10) to fifteen (15) members at each school meet regularly and submit a yearly request for programs/budget for the following year.

Respect and Cooperation Between Public and Nonpublic Schools

The Akron City Schools have fostered mutual respect and cooperation between public and nonpublic schools by providing the opportunity for nonpublic school students to participate in educational programs during and beyond the school year/calendar year.

In Cincinnati, students exchange visits between private and public schools. Annually, selected students from two (2) project schools have the opportunity to participate in exchange visits with a local private school. The involved schools also have invited student groups to perform for special student body assemblies. Sharing ideas, learning about cultures and making new friends is the goal of these visits.

Cooperative Efforts with Akron Educational Agencies

In the area of personnel and educational agencies, state minimum requirements suggest that school personnel work cooperatively with other educational agencies such as libraries, museums, zoos, parks, conservation areas, etc.

The Akron Urban Demonstration Project augments these requirements by working closely with local colleges and universities. It provides selected students the opportunity to take university courses for credit and to use the university library. The Akron UDP affords students the opportunity to interact with the university Toastmaster's Club and to serve as interns and volunteers at a local medical college.

The UDP program in Cincinnati has maintained an ongoing working relationship with two (2) area universities, Central State University and the University of Cincinnati. Some of the activities arranged include:

1. An exchange of speakers
2. Visiting day for high school seniors
3. Student tutoring and informal social gatherings between school/university staffs.

The results of these cooperative efforts not only have improved the educational understanding of both staffs but also have resulted in an increase in college admission applications of graduating senior classes from fifteen percent (15%) to fifty-one percent (51%) over six (6) years.

Because they are in Cincinnati, there are numerous educational and cultural institutions that are available to UDP students "right in their own back yard." The Cincinnati Zoo, Opera, Ballet, Symphony, and Art and Natural History Museums all cooperate in providing tours, school performances and/or actual classes for the students. UDP funds a portion of these and other student enrichment activities to provide an exciting framework for the day-to-day instructional program.

An often overlooked educational agency serving the urban centers in Cleveland is the Cooperative Extension Service to the Ohio State University. The service offers a variety of educational programs for youth and adults. One program which was especially useful to the Urban Demonstration Project was the Practical Education for Parenting (PEP) course which may be taken for a nominal charge (less than $3.00). Aides, trained as facilitators in the PEP program, offered the course to parents at various school sites. Many other excellent programs, services and materials are also available through the cooperative Extension Service and most are free of charge.

Community as a Resource

Using the community as a resource for learning involves identifying people who can make contributions and designating places of interest for instructional field trips. The Buchtel Cluster schools in Akron, through the aid of UDP funds, utilize both people and places to give students the opportunity to extend their classroom activities into the community for onsite career observation and work experience. Sometimes, student classroom activities can be extended by inviting members of the business and professional community to address student assemblies. Such presentations widen the horizons of students and give them a greater career awareness.

Selected students are given the opportunity to attend community-based forums which apprise them of geographic and global developments. National and international leaders often take part in these forums (i.e., Akron Roundtable and Buchtel Senior Seminar).

Internships and volunteer services are provided with local radio and television stations, hospitals and health agencies. Students also are encouraged to become actively and productively involved in medical programs at a local medical school.

In the utilization of UDP funds in Akron, a cooperative effort has been established between local health agencies, the school system and area medical and dental professionals to create an awareness of health and health related services to the community (Health Fair).

Home-school facilitators who work full-time with the UDP program in Cincinnati regularly attend the community council meetings as representatives of the public schools and UDP. They also function as the recruiters of, and the liaison between, those businesses that are academic boosters and community and county agencies.

The UDP project in Cincinnati utilizes the services of the communications branch liaisons to insure radio, television and newspaper coverage of special events. In addition, the project has specifically assigned the duties of public relations to one central office management staff person.

The Toledo Public Schools has expanded the scope of its Information Services Department. Additional personnel and a more open approach have enabled the system to use not only print but electronic media to communicate routinely with the public. The institution of the news conference to announce school news is an example.

SUMMARY

The cooperation and interaction between the community and school are of prime importance to the promotion of student achievement. Leading researchers confirm this is true not only in terms of what the staff does at school but also in terms of what the school should expect from parents. A smooth flow of information, basic to this relationship, is imperative if the goal of effective education is to be accomplished. Contrary to some beliefs, there is no evidence to show that negative community factors result in low achievement in school.

The UDP schools have developed resources such as brochures and news-letters which explain pupil services, describe new programs and introduce instructional materials. These resources familiarize the community with the interventions that are necessary in urban education. Formal mid-year and annual reports, giving full information on the achievement, attendance, discipline and special projects of students, are circulated to the schools and central office as well as to community, business, political and church groups in the UDP area.

The community is employed as a resource for learning. Internships and volunteer services with local agencies are provided to students, giving them training and background in the world of work. In addition, these programs afford students the opportunity to interact with business and professional members of the community.

Many excellent programs, services and materials are available, free of charge, which extend classroom activities into the community, creating an awareness of career choices for students. A more open approach between the school and community has enabled the school system to communicate routinely with the public.

Chapter 9

BUSINESS AND FINANCE

INTRODUCTION

The urban school district must incorporate sound management practices into its daily operation in the areas of business, finance and facilities if it is to deliver the variety and quality of education necessary to serve its diverse population. Business is defined as the general area of procedures and practices outside of classroom instruction, by which a school system operates. It includes purchasing, allocating and disbursing equipment, supplies and materials, as well as managing noninstructional support such as security, food services, mail service, transportation and clerical services. Finance refers to the areas of resource accountability, budget management and resource acquisition. Facilities relate to plant operations and property utilization.

Urban centers have a heavy concentration of pupils who are economically, ethnically and linguistically different. Additionally, there are more physically, emotionally and mentally handicapped children located in urban schools because of their size. Moreover, urban school districts often provide specialized educational settings for handicapped students from surrounding suburban and rural communities that find it more economical to pay the urban district for the use of such services and facilities than to try to duplicate them.

The urban public school district, as well as all public districts, is required, by law, to provide educational programs for all children whether they be gifted, special, regular or remedial.

Often there are specialized funds to serve particular needs, such as the Disadvantaged Pupil Program Fund, Education Consolidation and Improvement Act funds to serve the educationally disadvantaged, specialized vocational needs funds for students who wish to pursue nonacademic areas of study, state and federal funds for the English language deficient, developmentally handicapped, hearing impaired, orthopedically handicapped and a host of other specialized funds to deal with the multiplicity of handicapping conditions which exist in the student population. Each of these special funding sources requires that all expenditures be accounted for individually.

Delivery of services is also dependent on the availability and condition of equipment and facilities. Because of the large number of students, the mobility of students and the concentration of problems such as vandalism, fire, and urban deterioration (sewers and water mains), the urban district must constantly monitor equipment and facility condition, location and utilization so that it can quickly respond to the changing needs of its population.

DESCRIPTION OF PRACTICES

To provide the reader with a better understanding of practices and procedures especially beneficial in the urban setting, the following overview is presented.

Budget Management

Budget management encompasses the full range of fiscal activities from planning expenditures to assessing their effectiveness. Any spending plan should reflect the priorities of those whom the plan will serve. An urban district, because it serves a variegated population, has varying and perhaps occasionally even conflicting priorities from its constituency. Often, constituent priorities are superseded by state and federal priorities for the operation of public schools. The budgeting system, therefore, must contain a methodology which weighs priorities on a mandated, as well as on an individual scale. For example, considering that equality of educational opportunity is both a mandate and a priority, expanded services to this area should be ranked higher than other priorities and be included in the budget to implement the services.

The Toledo Public Schools has made significant changes in its overall management practices in order to facilitate budget management and to develop a more effective and efficient educational program for urban students. The first change came about by developing a new budgeting system called Decision Based Budgeting which pinpoints expenditures to programs. Priorities of the school system are addressed in accordance with the needs of the system as a whole as well as with the needs of individual buildings. Closely allied to this was the piloting of a fiscal year budget running from July 1 - June 30. This permitted the school system to match a school year program to a school year budget. Prior to the fiscal year change, many programs were set to run from September to June while funding was allocated January 1 to December 31. This meant that program implementation often had to be delayed three (3) to four (4) months, resulting in a lesser amount of service to targeted students.

The Cincinnati Public Schools uses a different approach to budget management. The UDP is organized as a separate entity with its own budget. The expenditures are determined by a Council of Principals (COP). The COP is comprised of the ten (10) principals whose buildings make up the UDP "district." The COP has complete discretion in determining the priorities and allocation of the funds. Since the project is self-contained and the principals are responsible for the budget, there is the opportunity for project schools to coordinate their activities closely without losing individual building autonomy.

The urban school district budget process also must take into account the need to project programs, expenditures and revenues over time. Like the city itself, the urban school district is a "dependent organism." The economic, social and political pressures which determine the overall health of the state and nation, also have a major impact on the urban school district's ability to deliver educational services to its students. The ability to predict and project these effects accurately can be the difference between an educationally satisfactory system and one which is rendered ineffective because of poor planning.

Once a budget is prepared in an urban setting, it must be "sold" to the general public. This process includes informing the public about how and why decisions were made, soliciting their opinion on the validity of such reasoning and convincing them that supporting the school system is truly in their best interest. The urban school district budget must reflect the desires and needs of the entire district and be responsive to the individual students and buildings within the district if it is to be effective. All public schools need the support of local taxpayers to survive economically and educationally. The urban schools, in particular, need this local support. The public must have confidence in what the district is doing and must feel that their concerns are recognized by the district. Explanations need to be thorough, understandable and supported by fact. Public dissatisfaction with the school system can have a devastating effect not only on education but on the city as well.

Budget management thus involves ascertaining legal, system and individual priorities; accurately projecting income and expenditures; programming overtime; and, within the resources available, allocating personnel, equipment and facilities to provide the highest level of education possible to all students in the system.

Acquisition of Resources

The acquisition of resources is a consistently high priority for the urban school district. It is indeed rare for an urban district to be able to generate enough local tax revenue to sustain all the educational programming needed. Therefore, the urban district must diligently seek to supplement local funding. An urban district needs to have personnel who are knowledgeable about alternative funding sources, the scope of programs which could be funded and the various practical considerations which affect the effectiveness of such funding allocations.

Supplemental funding can usually be secured through federal grants, special state funds, additional local tax levies, private foundation funds and state school foundation programs. Each of these sources has its own set of prerequisites to be met, and the district must carefully match system priorities with funds available if the resulting programs are to be effective.

Through the centralization of the planning and development functions, the Toledo Public Schools has concentrated and consolidated its requests for additional funds for the district. A consistent data base which is founded on the most recent needs assessment data is utilized to maximize the impact of the requests. The expertise of the school system is tapped through the coordination of this department. Additional monies are secured for the system because proposals are logically developed and expertly written. For example, in 1983 Toledo received funds to develop programs for increasing the number of minority students taking hi-tech courses and to increase the academic performance of students who were relocated as part of voluntary desegregation. Beyond this, four (4) high schools received Ford Foundation grants.

School districts which have personnel with the expertise to invest the district's funds wisely have another source of funds. This invest-ment income can be used at the discretion of the district and doesn't come with a preordained program as do many other resources. Discretionary funds are of great importance to an urban district because they allow for program development which addresses the specific, unique needs of the district.

Accounting for Resources

Accounting for resources is necessary for urban school districts if they are to make maximum use of their money and personnel. The large amounts of money involved in urban districts must be accurately accounted for so that dollars not being used can be invested. Appropriate handling of money can result in the school system not having to borrow money at peak expenditure periods during the year and can ensure adequate cash flow for normal operations. Internal and external auditing procedures must be implemented to assure that all monies are spent appropriately and according to the priorities set by the system and the guidelines set by the state and/or funding agency.

Inventory Control

The larger the district, the greater the need for accurate inventory control. This need would seem obvious, yet it is often an area ignored by urban districts. The computer has the capability of turning this formerly costly and time consuming process into a cost efficient operation. For educational equipment and supplies to be where they are needed, when they are needed, the system must know what it has, where it is and its condition. The school system also must have the capacity to move, repair, update and/or replace items when it is necessary.

An efficient, complete and accurate system of inventory control can be a genuine help to running a system effectively. Time and money spent developing such a system will be more than repaid once the system is in operation.

Two (2) Ohio school districts, Toledo and Cleveland, have been able to develop inventory systems utilizing UDP funds. The Toledo Public Schools has developed a districtwide inventory control system which allows for immediate knowledge of type and quantity of equipment in each building. Through the use of a computer, an accurate accounting of equipment is maintained that is easily retrievable. Because of this inventory control system, equipment can be moved quickly from school to school to meet needs. Money is saved because new equipment is not being purchased continually. The inventory system also has been of significant assistance to the security staff in retrieving lost and/or stolen items.

The inventory control for equipment in the Cleveland Public Schools' Division of Compensatory Education is the responsibility of one person who maintains all records of existing equipment. Using a microcomputer and a commercially prepared program, it is now possible to list the equipment in the division by location, type and identification number in a matter of minutes.

Security and Safety

Security and safety are two additional areas of importance in urban school districts. Because the urban district has facilities located throughout the urban area, there is a need to monitor them 24 hours a day. The facilities and properties themselves must be protected from fire, vandalism, etc., and the occupants must feel they are personally safe and secure when using them. By law, the facilities and properties must be maintained at a level which provides safety to those who work or use them. Failure to do this can embroil a system in costly litigation and cause serious losses of time and money.

The Toledo school security office also developed a restitution program which has been successful in the recovery of money for losses incurred. Since prosecution for infraction of school rules is rigorously enforced, the Toledo Public Schools are safer for both teachers and students.

Property Utilization

The urban district also has to have the capacity to renovate current facilities. As the population shifts and as various needs arise due to new technology and/or just everyday wear and tear, the existing buildings need to be altered. Making alterations allows the system greater flexibility and better utilization of building resources. It also is considerably more cost effective than building new structures. With a few changes, you can use what you already have.

There are times, however, when a system must acquire new facilities and/or dispose of old ones. This should be done in a thoughtfully, thoroughly and carefully planned manner which considers all the alternatives and selects the method which will best serve the system in the present and in the future.

Utilizing UDP funds, Toledo Public Schools piloted a Building Utilization Study (BUS) in 1980. The pilot elicited so much valuable information that the BUS is now conducted annually. As a result of the data collected, programs have been moved to give students adequate space for their needs. Also, ten (10) schools have been closed and sold or leased. The BUS has been a vital tool in ensuring that space is efficiently and effectively utilized. The Toledo system also has realized substantial monetary savings and increased opportunities to enhance integration efforts because of BUS data usage.

Food Service and Transportation

Food services and transportation also are areas of particular concern to an urban district. Students have to be moved not only from home to school but often between schools. This requires a comprehensive transportation policy and system and a well-trained staff to insure the safety of both the students and the public. Because of cost factors, the urban district often utilizes the public transport system already in existence to move some or all students. Under these circumstances, a strong policy regarding student conduct and a clear understanding of the contract between the public conveyance and school system are essential.

Toledo's students are transported utilizing both school district "yellow" buses and community-owned buses from TARTA (Toledo Area Regional Transit Authority). Buses are used to facilitate a better instructional program as well as voluntary integration. System administrators and TARTA management have developed a mutually agreeable policy and conduct code which is vigorously enforced by the school system and community.

The urban district is required to offer specific types of food in order to be eligible for participation in certain food programs. Since many urban students are eligible for free or reduced rate lunches, such participation is a necessity. Therefore, the district must be able to offer in all its buildings, lunches and sometimes breakfasts which meet these qualifications.

Food service in Toledo is provided to all schools during the lunch period and to qualified schools for the breakfast time period. Nutritional foods are of particular value to students of economically deprived areas. Students from these conditions tend to have a greater number of health problems which are directly related to poor nutrition. Research shows that students who receive an adequate diet are able to perform better in school. The urban school district finds itself committed to providing nutrition programs and food services in order to achieve educational objectives. The necessity to provide such services in a timely, effective, safe and nutritious manner requires thorough planning, efficient operation, and the acquisition of personnel with dietetic expertise in addition to managerial skills.

Internal Communication Methods

Another supportive resource system that is necessary in an urban setting is an adequate phone/mail/delivery service. The large size and consequent complexity of operations of an urban school district result in system personnel having to do most of their communicating either by phone or memo. Therefore, it is imperative that these systems be adequate and efficient. Delivery of supplies and equipment within the system and between the system and vendors must be timely and adequate so that the educational process is not interrupted.

SUMMARY

The "business" of the urban district, like any school district, is education. However, unlike its smaller, more homogeneous rural and suburban counterparts, it must function on a level comparable to a large corporation.

The urban district, by law, must be diversified enough to provide education to a tremendously varied market. The concentration of diverse handicapping situations; cultural, economic and linguistic differences; high mobility and the high incidence of overall urban service system deterioration, make it difficult to comply with the laws mandating equal educational opportunity for everyone.

An urban district, due to its size and complexity of operation, also is more costly to operate. This results in more frequent requests for additional revenues. Therefore, the urban school system must inspire the trust and continued support of its "stockholders," i.e., the local taxpayers, students and state legislators, because it is dependent on them for its existence. The urban districts constantly must seek to maintain a level of funding that ensures local educational programming is accessible to the population it is designed to serve. The district also must maintain large numbers and different types of buildings, equipment and facilities and keep them in a condition which renders them safe and useable. This is most important in providing an educationally appropriate environment.

A large urban district needs to have a system of ongoing needs assessment to ensure that student needs, educational programming and financial resources can and will be properly matched. The urban district also must have an accurate methodology to audit its overall operation. Budgets need to be realistic, resources accounted for, and antiquated or no longer useful facilities and equipment eliminated. Provision must also be made to allow strictly local solutions to be formulated for unique situations within the urban setting.

The educational support network which an urban district must provide to comply with state and federal mandates and local priorities is more complicated and far-reaching than that which is required in a nonurban setting. Such things as nutritional programs; inter and intra system transportation; adequacy, appropriateness, quantity and condition of huge numbers of textbooks and supplies and a wider range and larger number of properly certified personnel are all factors which require managerial skills commensurate with the skills needed to manage any multidimensional private corporation.

Finally, the urban district personnel, from top to bottom, must never forget that no matter how far removed from the actual classroom, everything which is done somehow must contribute to the educational process. The system cannot exist for its own sake but must be committed to the provision of an increasingly excellent "product," i.e., a better education for all its students.